Children & Families
Commission of Orange County

Agenda Item No. 7
November 7, 2012 Meeting

DATE: October 26, 2012

TO: Children and Families Commission of Orange County

FROM: Christina Altmayer, Interim Executive Director

SUBJECT: Receive Report on Homeless Children and Approve Implementing Actions

SUMMARY

The Commission has made funding services that improve the outcomes for homeless children a priority because of the severe negative impacts and the lifelong implications. This agenda item presents a report recently completed by Commission staff, *Homeless Children Ages 5 and Younger*, documenting the prevalence of homeless children in Orange County and an analysis of the Commission's investments targeted at homeless children. It concludes with staff recommendations for the Family Redirection Program and the Essentials for Young Lives Campaign.

Homeless Children Ages 5 and Younger

Homeless Children Ages 5 and Younger, incorporated in this agenda item as Attachment 1, includes a review of consequences of being homeless on young children, review of the data on the prevalence of homelessness for children ages 5 and younger in Orange County, and a summary of Commission funded programs and their outcomes.

Key findings of the report include the following:

- Children who experience homelessness are sick four times as often as other children, experience acute and chronic health problems at much higher rates than other children, and have emotional and behavioral problems such as anxiety, depression, withdrawal and aggression at three times the rate of other children. (See Page 11)
- Homeless children are twice as likely to repeat a grade and have twice the rate of learning disabilities as children who are not homeless. (See Page 11)

With an annual funding allocation of over $3 million and a recent catalytic investment of $7 million supporting the development and operation of emergency shelters, the Commission is a major funder of homeless services to children and young families in Orange County. The Commission's funding has focused on three areas of homeless services: emergency shelters; transitional shelters; and motel family outreach. The Commission's funding has prioritized eliminating homeless families from immediate risk situations through expanding emergency shelters, supporting families move to stable housing through transitional housing and assisting families in accessing other non-profit, county and state resources to stabilize their housing and support needs through intensive case management.

Commissioners

Sandra Barry, Chair
Kimberly Chavalas Cripe, Vice Chair
Katherine Ahn, D.D.S.
Bill Campbell
Hugh Hewitt
Maria E. Minon, M.D.
Mark Refowitz
Michael L. Riley, Ph.D.
Sandra Pierce

Interim Executive Director

Christina Altmayer

17320 Redhill Avenue, Suite 200
Irvine, CA 92614
Tel: 714-834-5310
Fax: 949-474-2243

Last year, Commission-funded homeless prevention programs provided:

- 64,348 shelter bed nights to 780 young children
- 105,411 bed nights to 1,355 family members
- 106 children under age 6 were screened for vision, hearing, height, weight, health, and developmental milestones
- 55% of the children served were two or younger, 45% were three through five.

The report provides three staff recommendations for next steps that include:

1. *Maintain participation in the Commission to End Homelessness (10 Year Plan to End Homelessness)* - Commission staff have participated in the development of a comprehensive countywide plan whose goal it is to end homelessness in 10 years. The Commission to End Homelessness is a 17-member advisory group that is responsible for overseeing the implementation of the strategies developed in the plan. Participation on the Commission to End Homelessness provides the opportunity to continue to leverage Commission funding with other county resources as well as focus attention on the issues critical to homeless families.

2. *Strengthen data reporting and analysis* - The Commission funds a number of programs that serve children and families who are homeless or at risk for homelessness. These programs are asked to report data for the Commission as well as the county's Homeless Management Information System (HMIS), often resulting in a lack of efficiency due to double reporting and reduced ability to analyze the data in a comprehensive way. It is therefore recommended that the Commission work with Orange County Partnership and homeless service providers to examine opportunities for streamlined reporting or reduced multiple entries for service providers. This would include expanding the use of outcome data both from HMIS and the Commission's data systems to identify promising practices that are achieving better results faster.

3. *Emergency shelter construction and coordinated assessment* - The Commission currently funds two emergency shelter programs. Collaboration with these programs as well as other funders and shelter providers should continue to focus on creating a system of emergency shelter for families that includes intake procedures. In addition to the existing program, emphasis should be directed on constructing a physical system of emergency shelters for families with children ages 5 and younger.

Implementing Actions for FY 12/13

As outlined in the Report, the Commission actively funds programs that target homeless families with children ages 5 and younger in three primary ways: Transitional Shelter, Motel Outreach, and Emergency Shelter. Included below are staff recommendations to support the Commission's efforts around emergency shelter and transitional shelters.

Emergency Shelter **-** Over the last three years, the Commission has funded Mercy House, the county's cold weather armory shelter provider, to provide motel vouchers and case management services for families with children 5 and younger seeking shelter at the armory. The target of these services is to limit the exposure of young children to the chronically homeless men and

women at the armory as well as place a priority on these families for assistance in identifying more permanent housing options.

During the last winter season, over 556 families accessed services through the armory, representing a 35 percent increase over the number of families who sought assistance at the armory during the prior year. Through a funding partnership with other local funders, the Illumination Foundation (IF) was able to provide transitional housing services to 182 families. The IF program included, but was not limited to, access to medical and mental health services, drug and alcohol treatment, life skills support, and case management. Eighty-two families in the IF program were able to find a rental apartment or shared housing. For a complete explanation of all the families in the IF program, refer to Attachment 2. The remaining 374 families were provided motel vouchers and limited case management services, and of those families, 209 were able to find more permanent housing including but not limited to 29 families that moved into rental housing, 61 families that were accepted into transitional housing programs, and 55 that moved in with family or friends. For a complete breakdown of the outcomes from the 2011/12 winter armory program, refer to Attachment 2.

Due to staggering increases of families seeking services at the armory each agency will need to look for ways to control costs, and also because of the knowledge gained by the providers about this population over the last three, both IF and Mercy House have planned changes to their programs for this upcoming winter season. A brief description of the programmatic changes is included below.

- *Mercy Housing* – This year, instead of providing motel vouchers to each family, Mercy House has entered into a lease with a church for a large congregate sleeping area that they will have access to from 6 pm to 10 am. This structural change to the program will allow more intensive case management, while being much more cost effective. The families will be able to voluntarily participate in case management for 30 days with the focus being on transitioning to permanent housing and other services that will stabilize their families (for example food, healthcare, childcare). If families are not compliant they will be removed from the program but remain eligible to receive services at the armory, if they choose to reenter the program they will be able to receive the case management for an additional 14 days.

- *Illumination Foundation* – The program will restructure to a 10 day assessment period for families during which a case management plan will be developed that provides services that are specific to the families' needs. This change to the program is projected to increase the number of families served but because of the more targeted approach to the services offered, overall program costs should decrease. Costs will also decrease as only those families that are in need of a transitional housing program will be enrolled and the families that are working and simply need assistance in finding affordable housing or with the first month's rent or deposit will be able to access only those services.

The last adjustment to the program is a staff recommendation to contract directly with each provider. In the past, the Commission and all other funders have allocated their funding to OneOC, which has allowed for multiple funders to contribute and also allowed each agency to focus on the provision of services. In discussion with the providers and other funding partners, it

is recommended that the funding go directly to each agency to administer the program. This will allow the entire program to save up to 10 percent in administration fees previously charged.

***HomeAid Orange County* -** The Commission has partnered with HomeAid to both assist in the construction of additional shelter beds but also in raising awareness of the needs of transitional shelters. Currently, the Commission's partnership with HomeAid is focused on the Essentials for Young Lives Campaign and the Commission's catalytic investment in the construction and operation of emergency shelters. Updates on both of these targeted areas are included below.

- *Essentials for Young Lives* - For the last three years, the Commission has sponsored the campaign that collects donated diapers, wipes and other baby essentials and distributes them to shelters that provide services to families. Last year, more than 500,000 items were donated and cash contribution of over $20,000 was collected. Staff is recommending sponsorship of this campaign again this year, in an amount not to exceed $25,000.

- *Emergency Shelter Catalytic Investment* - Commission staff have been working with the representatives from HomeAid to develop final terms and conditions for an agreement implementing the initial term sheet for Emergency Shelter approved at the February 2012 Commission meeting. The innovative and non-traditional nature of this catalytic investment requires some alterations to the Commission's standard terms and conditions as noted in the attached matrix (Attachment 6). These modified terms represent variances from the standard business practices of the Commission to accommodate the unique nature of this project. These modifications have been reviewed by Commission counsel and Commission approval recommends entering into an agreement for the catalytic investment with HomeAid Orange County utilizing these modified terms and conditions.

STRATEGIC PLAN & FISCAL SUMMARY:
The proposed Agreements have been specifically reviewed in relation to the Strategic Plan, and the recommended actions are designed to further the Strong Families goal, among others. Funding for this agenda item is available in the FY 2012/13 Budget in the Strong Families Grants category.

PRIOR COMMISSION ACTIONS:
- March 2012 – Homeless Program Renewals
- February 2012 – Approved Homeless Catalytic Funding Term Sheet

RECOMMENDED ACTIONS:
1. Receive Report on Homeless Children Ages 5 and Younger
2. Receive Emergency Shelter Program Report
3. Adopt resolution (Attachment 3) authorizing the Interim Executive Director or designee to enter into Agreement FCI-H3-13 with Mercy House Living Centers for Homeless Prevention Services, in an amount not to exceed $350,000, for a twelve month period beginning on or about November 1, 2012.

4. Adopt resolution (Attachment 4) authorizing the Interim Executive Director or designee to enter into Agreement FCI-H4-17 with Illumination Foundation for Homeless Prevention Services, in an amount not to exceed $100,000, for a twelve month period beginning on or about November 1, 2012.
5. Adopt resolution (Attachment 5) to enter into a Second Amendment to Agreement PS-99 with Shelter Providers of Orange County, Inc., dba HomeAid Orange County, to add an amount not to exceed $25,000 to sponsor the Essentials for Young Lives Campaign.
6. Approve modified terms and conditions (Attachment 6) for Agreement Number PS-107 with Shelter Providers of Orange County, Inc., dba HomeAid Orange County for Emergency Shelter Catalytic Investment Services.

ATTACHMENTS:

1. Homeless Children Prenatal to Age 5 in Orange County Report
2. Emergency Shelter Program Report
3. Resolution Mercy House
4. Resolution Illumination Foundation
5. Resolution HomeAid Orange County
6. Summary of Modified Terms and Conditions for Agreement PS-107 with HomeAid

Contact: Kim Goll

Attachment 1

Homeless Children Ages 5 and Younger in Orange County

Limor Zimskind, MA, MPP
Alyce Mastrianni, MPA
Kim Goll, MURP

October 2012

Acknowledgments

The authors of this report are grateful for the contributions of those who assisted with the data collection. Thanks go to Karen Williams and Erin De Rycke at OC Partnership, Judy Bowden at 2-1-1 Orange County, Elliot Bubbis and Inna Padmawidjaja at Social Services Agency and to Cinda Muckenthaler, who assisted with the Head Start / Early Head Start data. Special thanks to First 5 Los Angeles and their report "Homeless Children 0-5 in Los Angeles County: A Report to the First 5 LA Commission", from which the Orange County report draws heavily.

Homeless Children Ages 5 and Younger in Orange County
Table of Contents

Executive Summary 3

I. Introduction 5

II. How is Homelessness defined? 5
- a. Department of Housing and Urban Development (HUD) definition 6
- b. Department of Education definition 6

III. What data are available on children and families? 7
- a. HUD-Funded Continuum of Care Agency data 7
  - i. Homeless Count data 7
  - ii. Homeless Management Information System (HMIS) data 8
- b. CalWORKs data 8
- c. Head Start and Early Head Start data 8
- d. 2-1-1 Orange County data 8

IV. Which families are most at risk of becoming homeless? 9

V. What are the consequences of homelessness for children? 11

VI. Motel Families living in Orange County 12

VII. How many homeless children ages 5 and younger are there? 14
- a. National data 14
- b. Homeless Count data 14
- c. Homeless Management Information System (HMIS) data 15
- d. CalWORKs and CalWIN data 15
- e. Head Start and Early Head Start data 16
- f. 2-1-1 Orange County data 17

VIII. How has the Children and Families Commission of Orange County supported homeless children and families? 18
- a. Transitional Shelters 19
- b. Motel Outreach 20
- c. Emergency Shelter 20

IX. Homeless Family outcomes for Commission-funded clients 21

X. Conclusions and Next Steps 25

Bibliography 27

Appendix A: Key Commission Policy Decisions Regarding Homelessness 30

Appendix B: Commission-funded Programs for Families At-Risk of Homelessness 33

Executive Summary

The purpose of this report is to provide the Children & Families Commission of Orange County (Commission) a picture of the current state of homelessness within the Commission's target population—children ages 5 and younger. The report also highlights the Commission's investments and how they have affected the homeless population, including outcome data from Commission-funded homeless programs, and offers recommendations and next steps that focus on the Commission key investments and improving the outcomes for children under age 6 in Orange County.

Homelessness impacts children in many ways, including the chaos and stress of constant transiency, family separation, dependence on unstable adults (often due to substance abuse and mental health problems) and placement in foster care. Children who experience homelessness are sick four times as often as other children, experience acute and chronic health problems at much higher rates than other children, and have emotional and behavioral problems such as anxiety, depression, withdrawal and aggression at three times the rate of other children. These health and behavioral consequences for children who experience homelessness, coupled with frequent moves between schools, affect children's school performance and ability to build stable and healthy friendships. Homeless children are twice as likely to repeat a grade and have twice the rate of learning disabilities as children who are not homeless. Given the Commission's goals of improving the lives of young children in Orange County and the extreme negative consequences of homelessness on young children if left unaddressed, it is imperative to maintain a priority focus on this targeted and vulnerable population.

Following is a summary of the key data sources for capturing the number of homeless children in the County as well as the most recent data available.

Orange County Homeless Management Information System (HMIS). HMIS tracks client demographic and service information on homeless and at-risk clients served by participating Orange County service providers. In January 2012, there were **514** children prenatal to age 5 in HMIS and receiving homeless services in Orange County. Between 2011 and 2012, there was a 20 percent increase in the number of children prenatal to age 5 accounted for by HMIS.

Point-in-Time Homeless Count. The homeless counts capture the number of homeless "on any given night" and include both sheltered and unsheltered homeless persons. The estimated number of homeless children under age 6 in Orange County was 205 in 2009 and **444** in 2011, a 117 percent increase. Part of the reason for the large increase can be attributed to the source of the data. As the data include sheltered as well as unsheltered families, the sheltered numbers include the HMIS counts and in 2009, there were far fewer agencies participating in HMIS.

CalWORKs. The Social Services Agency of Orange County collects administrative caseload data on families seeking assistance from the CalWORKs program. In 2011, there were **150** homeless

CalWORKs children under the age of 6. This marks a 15 percent increase in the number of homeless CalWORKs children between 2010 and 2011.

Head Start and Early Head Start. In fiscal year 2011/12, Head Start and Early Head Start served **220** homeless children in Orange County. This is an increase of 110 percent between 2009 and 2012.

The Commission funds programs that provide direct services to homeless families with young children. Under the Commission's homeless prevention funding there are three categories of services: Transitional Shelter, Motel Outreach Services, and Emergency Shelter. In fiscal year 2011/12, Commission-funded homeless prevention programs provided:

- 64,348 shelter bed nights to 780 young children
- 105,411 bed nights to 1,355 family members
- 106 children under age 6 were screened for vision, hearing, height, weight, health, and developmental milestones
- 55% of the 801 children served were two or younger, 45% were three through five

Following are some suggested next steps to maintain and build upon the investments the Commission has made to improve the outcomes of homeless children.

Next Step 1: Maintain participation in the Commission to End Homelessness (10 Year Plan to End Homelessness). Commission staff have participated in the development of a comprehensive countywide plan whose goal it is to end homelessness in 10 years. The Commission to End Homelessness is a 17-member advisory group that is responsible for overseeing the implementation of the strategies developed in the plan. Participation on the Commission to End Homelessness provides the opportunity to continue to leverage Commission funding with other county resources as well as focus attention on the issues critical to homeless families.

Next Step 2: Strengthen data reporting and analysis. The Commission funds a number of programs that serve children and families who are homeless or at risk for homelessness. These programs are asked to report data for the Commission as well as the county's HMIS system—often resulting in a lack of efficiency due to double reporting and reduced ability to analyze the data in a comprehensive way. It is therefore recommended that the Commission work with Orange County Partnership and homeless service providers to examine opportunities for streamlined reporting or reduced multiple entries for service providers. This would include expanding the use of outcome data both from HMIS and the Commission's data systems to identify promising practices that are achieving better results faster.

Next Step 3: Emergency Shelter Construction and Coordinated Assessment. The Commission currently funds two Emergency Shelter programs. Collaboration with these programs as well as other funders and shelter providers should continue to focus on creating a system of emergency shelter for families that includes intake procedures. In addition to the existing program, emphasis should be directed on constructing a physical system of emergency shelters for families with children ages 5 and younger.

I. Introduction

The purpose of this report is to provide a picture of the current state of homelessness within the Children and Families Commission of Orange County's (Commission) target population– children from prenatal through age 5. As this report documents, infants and very young children are particularly vulnerable to the trauma and stresses associated with being homeless.

The report begins with a discussion of the complicated issue of defining homelessness, the types of data available on homeless children and families, the question of who is at risk of becoming homeless, the consequences of homelessness for children, and the scope of the problem nationally. Next, the report describes the data on homeless children in Orange County, using homeless counts and homeless service data collected by HUD as well as locally funded agencies, local Head Start and Early Head Start data, data from CalWORKs, and data from 2-1-1 Orange County. Lastly, the report highlights some of the Commission's investments and how they have affected the homeless population, including outcome data from Commission-funded homeless programs. The report concludes by suggesting some next steps that focus on the Commission key investments and improving the outcomes for children prenatal through age 5 in Orange County.

II. How is Homelessness defined?

One of the major challenges in assessing the issue of homelessness among children and families is that there are different definitions of what "homelessness" is. Furthermore, how these definitions are used has important consequences for determining program eligibility and how data on homelessness are tracked. Depending on which definition is used, the numbers can vary significantly. Since homeless funding is often based, in part, on need, the way homelessness is defined and enumerated also affects the amount of money available to help the homeless.

In addition, there are countywide data collection issues and challenges to coordination, which impact the ability to improve outcomes for the prenatal to age 5 population. These issues cannot be addressed by the Commission alone and there needs to be a connection to other countywide issues, including the number of programs reporting into HMIS.

Most definitions of "homeless children" are grounded in one of two primary Federal definitions—the Department of Housing and Urban Development (HUD) definition that is mandated by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009 and the Department of Education's definition that is mandated by the McKinney-Vento Homeless Assistance Act, Title X, Part C (National Center on Family Homelessness, 2011).

a. Department of Housing and Urban Development (HUD) definition

HUD's definition was revised as a part of the HEARTH Act of 2009 and includes four broad categories of homelessness (National Alliance to End Homelessness, 2012):

1. The core definition of homelessness ("literally homeless") includes individuals or families (a) whose primary nighttime residence is a place not designed for or ordinarily used as a place for human habitation (such as cars, parks, abandoned buildings, bus/train stations, airports or camping grounds); (b) who are living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing and hotels and motels paid for by charitable organizations or federal, state, and local government programs); or (c) who are exiting an institution where they have lived temporarily (up to 90 days) after previously living in a place not designed for human habitation or in a shelter.
2. Individuals or families who are imminently (within 14 days) losing their primary nighttime residence with no identified subsequent residence and insufficient resources or support networks to obtain permanent housing.
3. Individuals or families not otherwise recognized as "homeless" under the HUD definition but meeting other federal statutes for homelessness as well as all of the following characteristics: unaccompanied youth (less than 25 years of age) or a family with children or youth; no lease, ownership interest, or occupancy agreement in permanent housing in the 60 days prior to applying for assistance; moved two or more times in the 60 days immediately prior to applying for assistance; chronic disabilities, chronic physical or mental health conditions, and substance addiction; history of domestic violence or childhood abuse; child with a disability; two or more barriers to employment (including lack of high school degree or GED, illiteracy, low English proficiency, history of incarceration or detention for criminal activity, history of unstable employment).
4. Individuals or families who are (a) fleeing or attempting to flee domestic violence, dating violence, sexual assault, stalking, or other life-threatening conditions that relate to violence; (b) have no other residence; and (c) lack the resources or support networks to obtain other permanent housing.

b. Department of Education definition

The U.S. Department of Education (DoE) uses a broader definition of homelessness than HUD (United States Department of Education, 2004). This definition goes beyond the HEARTH/HUD by including children and youth who are:

- sharing the housing of other persons (sometimes referred to as "doubled-up");
- abandoned in hospitals; or
- awaiting foster care placement.

Many child advocacy organizations adhere to the DoE definition because it includes these additional groups. One challenge, however, in using the DoE definition of homelessness is that it assumes that families who are sharing housing with others are homeless or at risk of becoming homeless, when they may be sharing housing for reasons that do not necessarily relate to homelessness (e.g. to save money, for the social support).[1]

III. What data are available on children and families?

There are a number of different sources of data on homeless children and families. Each data source has strengths and limitations, and each tells a somewhat different story about the scope of the population of homeless children and families.

a. HUD-Funded Continuum of Care Agency data

The most comprehensive and frequently cited data source used to estimate the number of homeless individuals and families comes from the local HUD-funded Continuum of Care (CoC) agencies. HUD collects prevalence data from homelessness agencies using point-in-time counts[2] and through a web-based data collection system. In Orange County, leadership and coordination of the CoC planning process has been the shared responsibility of OC Partnership, 2-1-1 Orange County and the OC Community Resources.

i. Homeless Count data

The homeless counts that are required by HUD capture the number of homeless "on any given night" and include both sheltered[3] and unsheltered[4] homeless persons. Homeless counts provide a reliable, unduplicated, point-in-time count of the homeless. The homeless counts provide an estimate of the number of individuals and families who are "literally homeless" on any given night. However, because the counts are conducted on a particular night (or series of nights) in January of a given year, they do not provide an enumeration of the number of individuals and families who are homeless over the course of the year. Another limitation of the point-in-time counts is that their number might be quite different if they were conducted a day, a week, or a month later within the given year. Despite these limitations, the homeless counts are still one of the best sources of trend data available because they are collected and monitored regularly at the local and national levels.

---

[1] "Homeless Children 0-5 in Los Angeles County: A Report to the First 5 LA Commission." July 2012.
[2] Point-in-time counts are conducted over a single day or several days each year and provide a snapshot of the number of homeless individuals and are essentially an effort to conduct a regular "census" of the homeless population in a given community.
[3] Shelter counts include those who are living in emergency shelters, transitional housing, or staying in a hotel or motel using vouchers.
[4] Unsheltered homeless are those who are living on the streets, or in a vehicle, encampment, abandoned building, garage, or any other place not normally used or meant for human habitation.

ii. Homeless Management Information System (HMIS) data

In addition to the homeless count, HUD requires its funded agencies to collect and enter data on the individuals receiving homeless services using its Homeless Management Information System (HMIS). The HMIS provides an unduplicated count of service recipients and records data on their needs and characteristics (National Center on Family Homelessness, 2011). It also is intended to help stakeholders understand trends in homelessness patterns of service use and to measure the effectiveness of homelessness services (National Center on Family Homelessness, 2011). Although the HMIS is the most dependable mechanism for collecting data on homeless families who receive HUD services, it does not capture those homeless families and individuals who do not have access to these services, those who are turned away because they are not eligible, and those who may receive services from programs that do not use the HMIS. Philanthropic groups such as the United Way and the Hilton Foundation have undertaken projects to expand the use of HMIS among agencies that receive private funds.

b. CalWORKs data

The Social Services Agency (SSA) of Orange County collects administrative caseload data on families seeking assistance from the CalWORKs program.[5] SSA considers a person homeless if s/he answered "yes" to a question about homelessness in CalWIN.[6]

c. Head Start and Early Head Start data

Head Start and Early Head Start programs are required by the Administration for Children and Families to collect and report data on children enrolled in their programs who are homeless, using the Department of Education homeless definition. Although homeless children qualify for Head Start and Early Head Start, many may not have access to or knowledge of these programs (Child Trends, 2012). Approximately one quarter of all homeless children nationally are estimated to be enrolled in Head Start and Early Head Start (Institute for Children, Poverty & Homelessness, 2011). Children are counted as homeless if they experienced homelessness at any point during the program year.

d. 2-1-1 Orange County data

Although it does not specifically count homeless children and families, the 2-1-1 Orange County information and referral service collects data on the number of calls related to housing and homelessness.

---

[5] "CalWORKs is a welfare program that gives cash aid and services to eligible needy families. If a family has little or no cash and needs housing, food, utilities, clothing or medical care, they may be eligible to receive immediate short-term help. Families that apply and qualify for ongoing assistance receive money each month to help pay for housing, food and other necessary expenses." (from http://www.ladpss.org/dpss/calworks/)

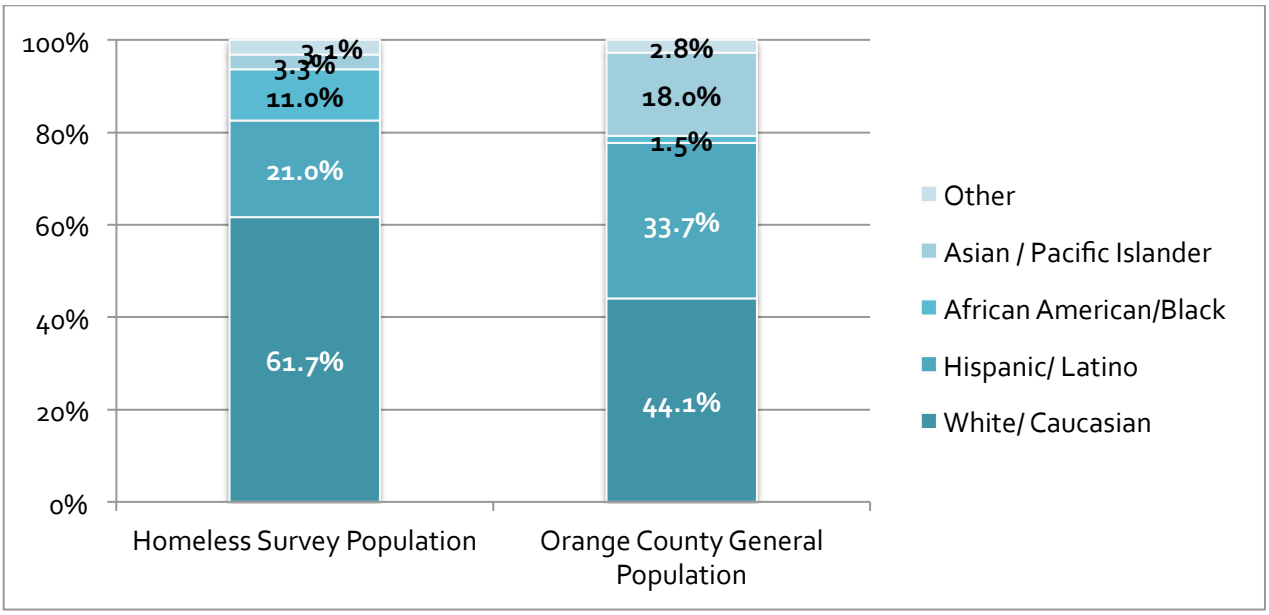
[6] CalWIN is an online, real-time computer program that supports the administration of public assistance programs (including CalWORKS, CalFresh (formerly Food Stamps), Medi-Cal, General Assistance, Foster Care, and case management functions for Employment Services).

IV. Which families are most at risk of becoming homeless?

According to the 2011 Hunger and Homeless Survey findings, unemployment, lack of affordable housing and poverty are the leading causes of homelessness for families with children (United States Conference of Mayors, 2011). Persistent unemployment appears to be driving homelessness rates more than foreclosures or evictions (United States Conference of Mayors, 2011). Using HUD data, Cunningham (2010) calculated that less than one fourth of homeless families who entered a shelter in 2010 had come directly from a home they had owned or rented, whereas nearly half came from situations where they had been doubling up with friends or family (Cunningham, 2010). This may indicate that families first seek out the help of friends and family but then have no other choice but to turn to the shelter system if the doubling up situation does not work out for whatever reason.

Although there are many paths to homelessness and not all homeless families fit the stereotype, the typical homeless family consists of a young single mother in her late twenties and two children, one or both usually younger than age 6 (National Center on Family Homelessness, 2011). Homelessness affects people of all ethnicities but occurs disproportionately among people of color, especially African American/Blacks (Rog & Buckner, 2007). In Orange County, African Americans/Blacks represented 11 percent of the homeless population in 2011, but they represent only 1.5 percent of the total county population.

Figure 1: Ethnicity of the Homeless and General Population in Orange County, 2011



Source: Orange County 2011 Homeless Count

Researchers who examined predictors of homelessness among poor families with children found that factors such as residential mobility, the mother's general and mental health, exposure to domestic violence as well as a lack of social support are associated with homelessness (Reingold & Fertig, 2006). While mental illness and substance abuse are common in the homeless population as a whole, adults in homeless families have lower rates of both mental illness and substance abuse than homeless single individuals, though both groups have higher rates than other poor adults (Shinn, et al., 1998). Recent research by Shinn and Greer (2012) using data culled from over 11,000 families applying for shelter found that certain characteristics put families at a higher risk of having to enter a shelter, while other characteristics served a protective function and reduced the risk of shelter entry. These characteristics are presented in Table 1.

Table 1: Risk and Protective Factors Associated with Families Entering Homeless Shelter (Shinn & Greer, 2012)

Risk Factors for Shelter Entry	Not Predictive of Shelter Entry	Reduced Risk of Shelter Entry
• Female-headed household • Pregnancy • Child under 2 years old • History of public assistance • Eviction threat • High mobility in the previous year • History of protective services • High level of conflict in the household • Disruptions as a child (e.g., foster care, shelter history as a youth) • Shelter history as an adult • Recent shelter application • Seeking to reintegrate into the community from an institution	• Race • Ethnicity • Number of children • Marital status • Veteran status • Losing assistance in the last year • Overcrowding • Doubled up • Extremely cost burdened • High rent arrears • Home in disrepair • Subsidy receipt • Chronic physical health problems • History of mental health problems • History of substance abuse • History of domestic violence • Involvement with legal system • Giving birth as a teenager	• Being older • Having a high school diploma/GED • Being employed • Being a leaseholder

The researchers used these risk variables to create a potential screening tool for the HomeBase program in New York City, which is designed to help families and individuals resolve immediate housing issues that put them at risk of becoming homeless. They found that using the screening tool made them significantly more effective in targeting prevention services to families with the highest risk of becoming homeless (Shinn & Greer, 2012).

Shinn and Greer (2012) also found that one group particularly vulnerable to becoming homeless is youth who are transitioning out of foster care and juvenile correction facilities. On a national level one quarter of former foster youth reported that they had experienced homelessness after exiting foster care (Child Welfare League of America, 2012). These youth often lack both the resources to support themselves and social support networks to help them make the transition from being in foster care or institutional care to living independently (National Alliance to End Homelessness, 2010). Although estimates of teenage pregnancy within the foster youth population are difficult to estimate, there is evidence that being a foster youth heightens females' risk of becoming pregnant and giving birth (Dworsky & DeCoursey, 2009). Thus, not only are foster youth at risk of becoming homeless, but a sizeable proportion of them are also likely to become parents of children in the Commission's Orange County target population.

V. What are the consequences of homelessness for children?

Homelessness is a traumatic event for young children, and unfortunately many children who experience homelessness have also experienced a host of other negative life events, particularly violence. More than 92 percent of sheltered and low-income mothers have experienced some form of physical or sexual assault at some point in their lives (Bassuk, Volk, & Oliver, 2010). By age 12, the vast majority (83 percent) of homeless children have witnessed at least one violent event (Bassuk, Volk, & Oliver, 2010).

In addition to exposure to violence, homeless children often live in chaotic and stressful environments, characterized by frequent moves, family separations, and unpredictable adults (often due to substance abuse and mental health problems), as well as placement in foster care (National Child Traumatic Stress Network, 2005). Within a single year, 97 percent of homeless children move up to three times, 40 percent attend two different schools and 28 percent attend three or more different schools (National Center on Family Homelessness, 1999). Homeless children are also often separated from their families. There are many reasons for this, including child abuse and neglect, shelter eligibility criteria, and parents' efforts to protect their children from the trauma of living in a shelter. Homeless children are 12 times as likely as other children to go into foster care system (National Center on Family Homelessness, 1999).

The constant unpredictability of homelessness can create high levels of anxiety and stress for homeless children, with 74 percent worrying that "they will have no place to live" (National Alliance to End Homelessness, 2012) and 87 percent worrying that something bad will happen to their family (National Center on Family Homelessness, 1999). Not surprisingly, children who experience homelessness are sick four times as often as other children, experience acute and chronic health problems such as asthma on a moderate to severe level at much higher rates than other children, and have emotional and behavioral problems such as anxiety, depression,

withdrawal and aggression at three times the rate of other children (National Center on Family Homelessness, 2010; Child Trends, 2012).

One study of a representative sample of homeless pediatric patients in New York City, Grant et al. (2007), found that rates of overweight and obesity among homeless children far exceeded national rates. The authors point out that the issue of obesity in this population is not caused by homelessness, per se, but is likely to become worse due to a lack of access to nutritional foods and cooking supplies while in shelters.

These health and behavioral consequences for children who experience homelessness, coupled with the frequent moves between schools, affect children's school performance and ability to build stable and healthy friendships. While poorer children generally have lower academic achievement than children from higher income families, homeless poor children have even lower academic achievement (Child Trends, 2012). Homeless children are twice as likely to repeat a grade and have twice the rate of learning disabilities as children who are not homeless (National Child Traumatic Stress Network, 2005).

VI. Motel Families living in Orange County

Although the media glamorizes the wealthy communities in Orange County, data indicate that there are there are also vast areas of poverty that are not as widely known within and beyond the Orange County borders. A single parent with two children under the age of 5 needs to earn $76,748 annually to be self-sufficient in Orange County[7]. Thus, even moderate-income earners have difficulty finding affordable housing, which leads to overcrowding and homelessness.

In 2004 the Commission funded a study that surveyed families living in motels in the Anaheim area in order to develop a planning strategy for serving these families (OC Partnership and Research Support Services, 2004). The researchers found the following demographics associated with "motel families":

- **Reasons for becoming homeless:** Although many reasons were reported for becoming homeless, the list was headed by financial loss (53 percent), family problems (28 percent), eviction (22 percent) and mental health problems (21 percent). The single most important reason reported for remaining homeless was inability to save the deposit, named by 76 percent of respondents. Bad credit history (43 percent), past evictions (23 percent) and mental health issues (23 percent) were also named frequently as reasons for remaining homeless.

[7] http://www.insightcced.org/calculator.html

- **Emergency shelter:** The findings showed that 30 percent of the respondents reported they had stayed in an emergency shelter, but that only 11 percent had experience with a transitional housing program.
- **Health care:** Most families reported that they were able to get health care for their children. Most of them sought that care in doctors' offices (68 percent) or in an emergency room (38 percent). Fewer sought care in an urgent care facility, community clinic or mobile medical van. Two thirds of responding families reported that all their children were insured, but another 13 percent reported some of their children had no insurance while some did. Fully one fifth of the families reported their children had no insurance. The most common insurance reported for children was MediCal (82 percent), but another 8 percent were covered by Healthy Families or California Kids, and 16 percent were covered by employer or privately paid insurance.
- **Average length of stay:** The average length of time families reported living in a motel was 29.5 months. For nearly half the group (45 percent), the length of time residing in motels was 12 months or less. But 17 percent had been in motels for 1 to 2 years, while the remaining 38 percent had resided in a motel for two years or more.
- **School attendance:** Almost all school-age children were attending school, but very few respondents reported their children under age 5 had attended preschool.
- **Employment:** Over three quarters of participating families had one or more members who were employed, and over half were employed full-time. The large majority of people were paid hourly and received their pay weekly or every two weeks. The average family income from all sources was $1,475 per month. Wages were the single most important source of income for the surveyed families, but wages were supplemented by a number of other income sources as well.
- **Education:** On average, adults had completed 12 years of school, with over three quarters completing high school, and another third having college experience.
- **Other demographics:** About one third of survey respondents reported that someone in their family has a criminal record. For those who report them, drug use has a lower incidence than alcohol use. About one fifth of the adults reported a mental health problem in the family. Over half of respondents reported having a reliable source of transportation.

VII. How many homeless children ages 5 and younger are there?

a. National data

According to HUD's 2010 Annual Homeless Report to Congress, which is based on homeless count data from around the country, while the rate of homelessness for individuals fell between 2007 and 2010, there was a 20 percent increase in family homelessness (U.S. Department of Housing and Urban Development). The effects of a struggling economy are greatest for children, with the National Center on Family Homelessness reporting a 38 percent increase in the number of homeless children between 2007 and 2010 (National Center on Family Homelessness, 2011). Using DoE data (and therefore the broader definition of "homeless"), it estimated that one in 45 children in the United States is homeless in each year and children ages 5 and under are estimated to make up approximately 42 percent of all homeless children (National Center on Family Homelessness, 2011).

Whereas individuals are more likely to become homeless due to substance abuse and mental illness (U.S. Department of Housing and Urban Development, 2010), families are more likely to become homeless due to economic challenges so family homelessness is more likely to be affected by the economic downturn. Another factor that may be influencing this trend at the national level is the emphasis on moving chronically homeless individuals into permanent housing, thereby increasing the proportion of the homeless population made up of families with children (U.S. Department of Housing and Urban Development, 2010).

b. Homeless Count data

The homeless count identified a total of 574 homeless families with children under 18 years of age in 2011, a 19 percent increase from 481 homeless families in 2009. In addition, the number of persons in families with children in Orange County increased by 24 percent (from 1,377 persons in 2009 to 1,708 persons in 2011). The homeless count reports include data on the number of children under age 18 and generally do not separate out the numbers of children ages 5 and younger. At the national level, however, it is estimated that 42 percent of all homeless children (under age 18) are under the age of six[8] (National Center on Family Homelessness, 2011). Therefore, we estimated the number of homeless children ages 5 and younger in the homeless count by calculating 42 percent of all homeless children under age 18 captured in the counts.

The estimated number of homeless children ages 5 and younger in Orange County was 205 in 2009 and 444 in 2011, a 117 percent increase. Part of the reason for the large increase can be attributed to the source of the data. As the data include sheltered as well as unsheltered families, the sheltered numbers include the HMIS counts and in 2009, there were far fewer

[8] The 42 percent is based on DoE data and therefore the educational definition of homelessness.

agencies participating in HMIS.

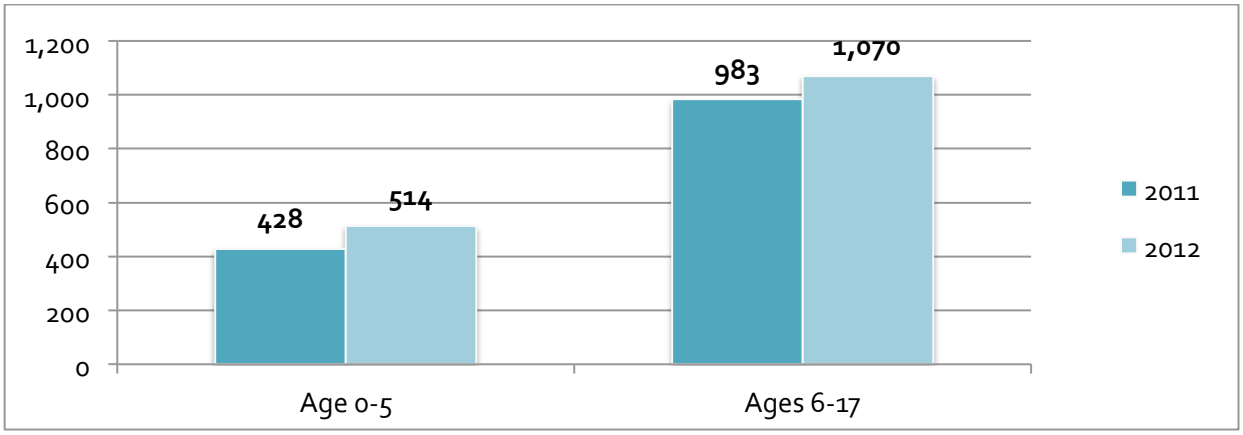
Figure 2: Estimated Number of Homeless Children (Ages 5 and Younger) Compared to All Homeless Persons, 2009 and 2011

	Homeless Children 5 and Younger		All Homeless Persons	
	2009	2011	2009	2011
Orange County	205	444	8,333	6,939
Percent Change	117%		-17%	

c. Homeless Management Information System (HMIS) data

The Orange County Homeless Management Information System (HMIS) tracks client demographic and service information on homeless and at-risk clients served by participating Orange County service providers. In January 2012, there were 514 children ages 5 and younger in HMIS and receiving homeless services in Orange County. The number of children served by the CoC is higher than the number of children captured in the homeless counts because the two numbers represent different counts. The homeless count data represent the number of children who were homeless at a particular point in time (when the count was conducted), whereas the HMIS data represent an unduplicated count of the children served during a particular period of time. Between 2011 and 2012, there were 20 and 9 percent increases in the number of children under age 6 and ages 6-17, respectively, accounted for by HMIS.

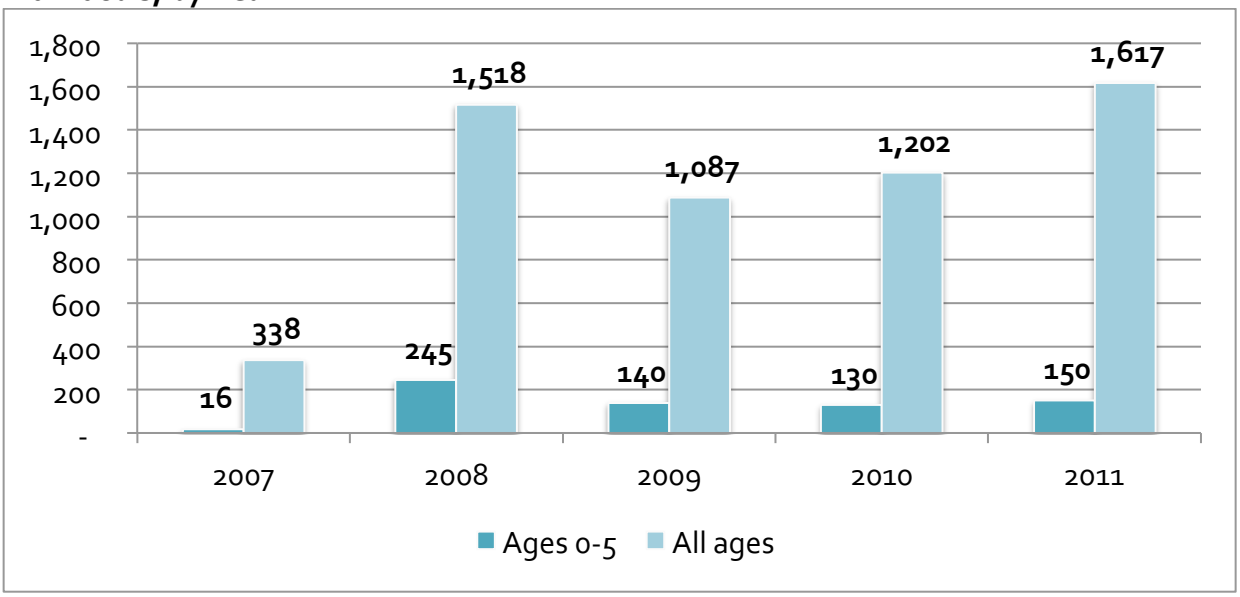
Figure 3: Number of Homeless Children Entered into HMIS by participating agencies, by Year



d. CalWORKs and CalWIN data

According to Social Services Agency (SSA) data, there was a 15 percent increase in the number of homeless CalWORKs children ages 5 and younger between 2010 and 2011, whereas the overall CalWORKs population increased 35 percent during that time period (Orange County Social Services Agency, 2012).

Figure 4: Number of Homeless in CalWORKs, Children Ages 5 and Younger and All Individuals, by Year



The number of CalWIN families identified as homeless has increased even more dramatically from 2010 to 2011, with a 23 percent increase in children under 6 and an 87 percent increase for the whole population.[9]

Data from neighboring Los Angeles County suggest that homeless families in the CalWORKs system were four times as likely as non-homeless CalWORKs families to have a child under 1 and they were one and a half times more likely to have a child under age 5 (County of Los Angeles, Department of Public Social Services, 2005). And these counts from SSA probably understate the number of homeless people who receive other types of benefits beyond those targeted to the homeless. Nonetheless, the data may be a strong indicator for children who are at risk of becoming homeless and a valuable indicator that the number of families at risk of homelessness is increasing.

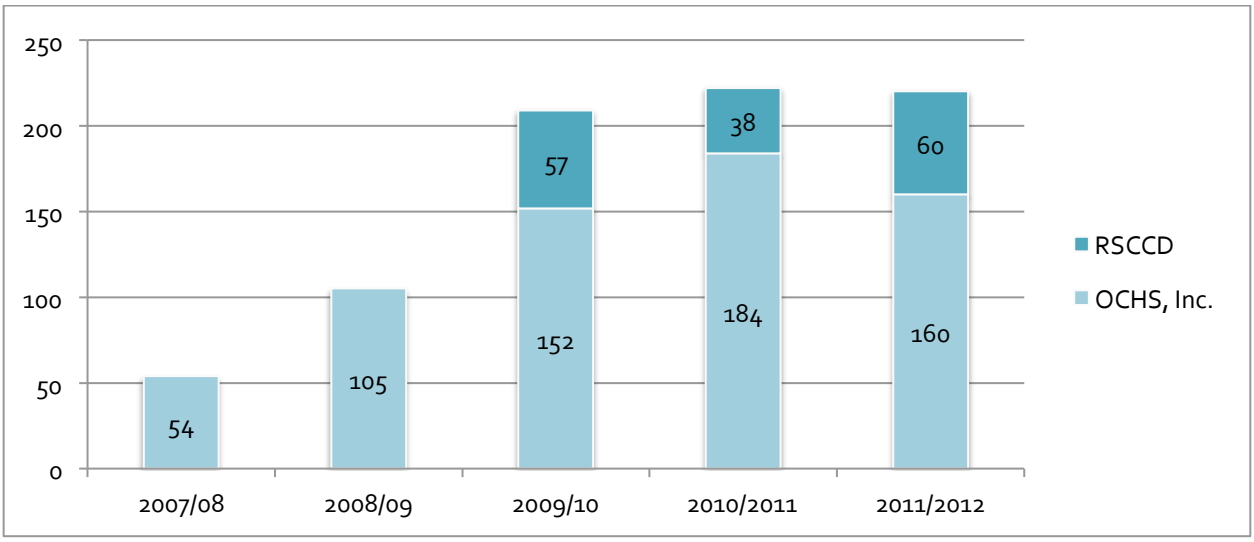
e. Head Start and Early Head Start data

In Orange County in 2012, 220 homeless children were served by Head Start and Early Head Start (Office of Head Start, 2012). The number of homeless children served by Head Start and Early Head Start programs in Orange County has increased 110 percent between 2009 and 2012. This trend is also mirrored in the national Head Start and Early Head Start data, which showed a 50 percent increase in homeless families served between 2008 and 2010 (Institute for Children, Poverty & Homelessness, 2011).

[9] CalWIN is an online, real-time computer program that supports the administration of public assistance programs (including CalWORKS, CalFresh (formerly Food Stamps), Medi-Cal, General Assistance, Foster Care, and case management functions for Employment Services). Homeless families were identified if they responded "yes" to a question about whether they are homeless.

It is difficult to know if this increase reflects better access and enrollment of homeless children in these programs or if it is an indication that more children are experiencing homelessness or a combination of both.

Figure 5: Number of Homeless Children Served in Head Start or Early Head Start Programs, Orange County 2008-2012



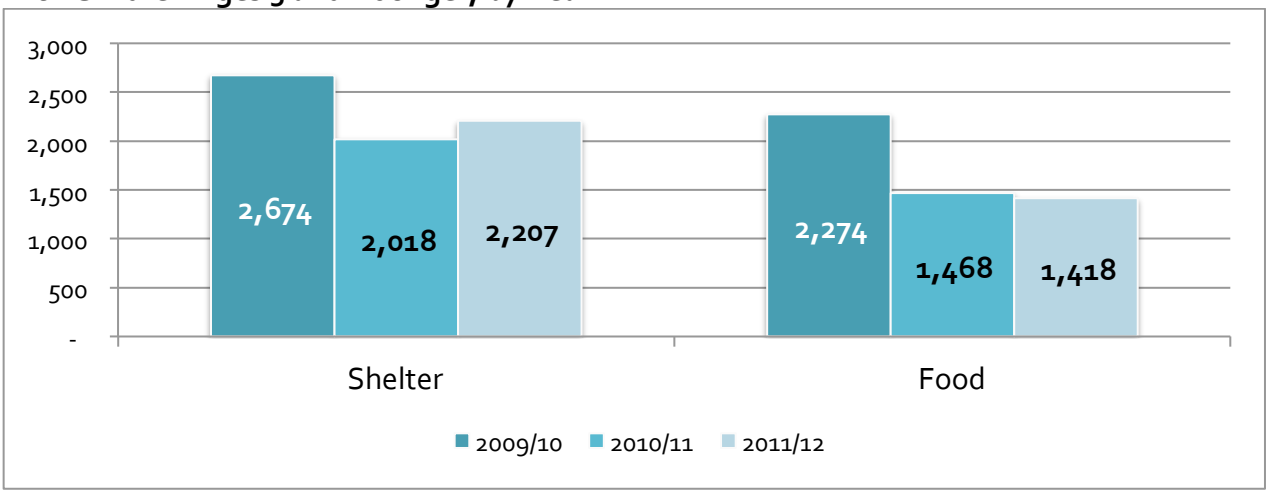
Source: Orange County Head Start, Inc. (OCHS, Inc); Rancho Santiago Community College District- Early Head Start Program (RSCCD). RSCCD became an Early Head Start grantee in 2009/10.

f. 2-1-1 Orange County data

According to 2-1-1 Orange County, the number of calls they received for both shelter and food resource and referral information for the under age 6 population decreased between 2010 and 2012. The reason for the decrease may be attributable to one or more events. In general, many of the 2-1-1's across California have been seeing an overall reduction in calls, suggesting that people are perhaps giving up because they know that available resources are limited.[10] In addition, 2-1-1 Orange County is not able to handle all the calls coming into their system due to lack of resources for staffing. Whereas they used to handle 92 percent of the calls coming into their system, that figure has decreased to about 75-80 percent. Also, it should be noted that since the same family or service provider can call 2-1-1 Orange County multiple times, the number of calls is not necessarily a proxy for the number of homeless children or families.

[10] J. Bowden, personal communications, August 30, 2012.

Figure 6: Number of Calls to 2-1-1 Orange County for Shelter and Food Assistance, Families with Children Ages 5 and Younger, by Year



VIII. How has the Children and Families Commission of Orange County supported homeless children and families?

The Commission has identified homeless children as a strategic priority and developed a close partnership with the County's homeless shelter providers and HomeAid Orange County. The Commission funds programs that provide direct services to homeless families with young children, with a strong emphasis on providing for basic needs such as food, shelter and clothing. Reasons for an emphasis on parent / caregiver needs include that infants and children are entirely dependent on their caretakers' support and decisions. In addition, the Commission places a special emphasis on high-risk pregnant women and has made major investments in this area. Thus, not only are homeless services being provided, but there is also an emphasis to target pregnant homeless women.

The root causes of homelessness and poverty are complicated and require interdisciplinary interventions, including but not limited to mental health, substance abuse treatment, job training and education. The Commission requires shelters that receive Commission funding to provide these additional services, which are critical for successful outcomes. Many of the services are leveraged through Commission partners and in some cases are funded by other government resources (such as CalWorks, Social Services, Health Care Agency, and Department of Housing and Urban Development). These leveraging partnerships ensure maximization of Commission investments.

While the goal is to transition families from crisis to stability and ultimately self-sufficiency, this is often a difficult process and is only successful when a family actively participates in services. Additionally, over the last few years it has been increasingly more difficult for families to find employment that provides enough income to meet their basic needs.

The Commission provides funding for homeless prevention services in three categories. First, through a partnership with HomeAid Orange County, the Commission funded transitional shelter expansions, which have been strong investments creating more than 400 transitional shelter beds for pregnant women and families with children under the age of 6. Second, the Commission also wanted to provide services to those families living in motels. As described in the section VI above, a significant number of families in Orange County live in motels and cannot provide for their children's basic needs such as childcare, medical services, and food. Over the last nine years the Commission has funded outreach services specifically targeting motel families. The third category provides funding for emergency shelter as an adjunct to the county's cold weather armory program.

a. Transitional Shelters

There are seven projects that provide transitional housing services with the intended outcome that each participant completing the program will achieve successful independent living:

- *Casa Teresa* provides transitional shelter for pregnant women and additional transitional services for up to two years following birth. On-site services provided include a nurse practioner, a psychologist, educational and job search services and subsidized adjacent childcare.
- *Collette's Children's Home* provides a transitional housing program to women and their children. One of the lowest threshold programs in the county, it provides services to many women who would not be eligible for any other programs.
- *Families Forward* provides transitional housing services to families through a rapid re-housing program in partnership with apartment communities. Commission dollars are matched with the reduced rents offered by the apartment communities. Families are offered an opportunity to rent an apartment at a reduced cost with the understanding the rents will increase over time as they find employment and stabilize. Families are provided additional support services based on their needs. This program is intended to serve the "new poor" created by the recent economic downturn.
- *Fullerton Interfaith Emergency Services* provides transitional housing opportunities and support services for families that may include both older male children and fathers.
- *Orange County Rescue Mission (Village of Hope and Hope Family Housing)* provides transitional housing and support services that allow families to rebuild their lives over a 24-month period.
- *Precious Life Shelter* provides transitional shelter for pregnant women. The length of stay varies from three months to multiple years. Services include linkage to psychological and medical services, educational and job search services and onsite childcare.
- *Southern California Alcohol and Drug Program/Heritage House II* provides transitional housing services to women recovering from drug and alcohol abuse.

b. Motel Outreach

The three grantees in this category provide direct services to families who live in motels. The target outcome for these grantees is to help families identify and use a medical and dental home, to connect them with the school district and/or appropriate childcare services and to provide life skills classes and case management. Most families receiving services from these programs are not willing or able to transition into a comprehensive transitional shelter.

- *Illumination Foundation* has two programs funded through the Commission. Motel Family Outreach provides basic services, case management, life skills, and counseling. The second program is the Interim Housing Program, a transitional shelter program provided in a motel. The Commission's funding supports wrap-around services for program participants (including but are not limited to counseling, case management, childcare assistance, food and clothing).
- *Orange County Rescue Mission/Strong Beginnings* provides case management services intended to stabilize and strengthen families and meet their basic needs while ensuring that children are linked to medical and dental homes.
- *VNA Foundation* provides injury prevention and safety information to motels. Additionally, families are referred to established community resources.

c. Emergency Shelter

Over the last three years, the Commission has provided funding for augmented emergency services in conjunction with the County-funded Cold Weather Armory program. In an effort to protect the health and safety of young children and their families from witnessing the effects of homeless adults who are battling chronic mental health issues as well as untreated drug and alcohol issues, the Commission made it a priority to invest in shelter opportunities for families with very young children.

Supporting Cold Weather Shelters
Armories are temporary shelters that are opened during the cold weather season as a shelter of last resort for Orange County's homeless population. Mercy House is the county's Cold Weather Emergency Shelter provider. Last winter the Commission funded the Mercy House Redirection Program, which helped over 500 families who sought shelter at the armories with motel vouchers and staff support to find other housing and access to basic services such as health and childcare.

- *The Mercy House/Family Redirection Program* provides emergency housing and basic needs for families with children ages 5 and younger who enter the Cold Weather Armory. The goal of the program is to transition these families into more stable housing and connect them to other community services.
- *The Emergency Shelter Funding Partnership* between the Commission and other local funders, including, but not limited to, Sister of St. Joseph, Pacific Life, Allergan Foundation, and United Way has for two years been providing enhanced services to families that enter

the Armory and meet minimum qualifications to enter the transitional housing program provided by the Illumination Foundation. Over the last two years, over 270 families entered this program.

- *Catalytic Investment with HomeAid Orange County* for the construction of Emergency Shelter facilities throughout Orange County.

The Commission's aim is not solely to get families off the street— an important first step—but also to deal with the consequences of familial instability in the areas of family health, school and access to medical and health care caused by transience. In FY 2011/12, Commission-funded homeless prevention programs provided:

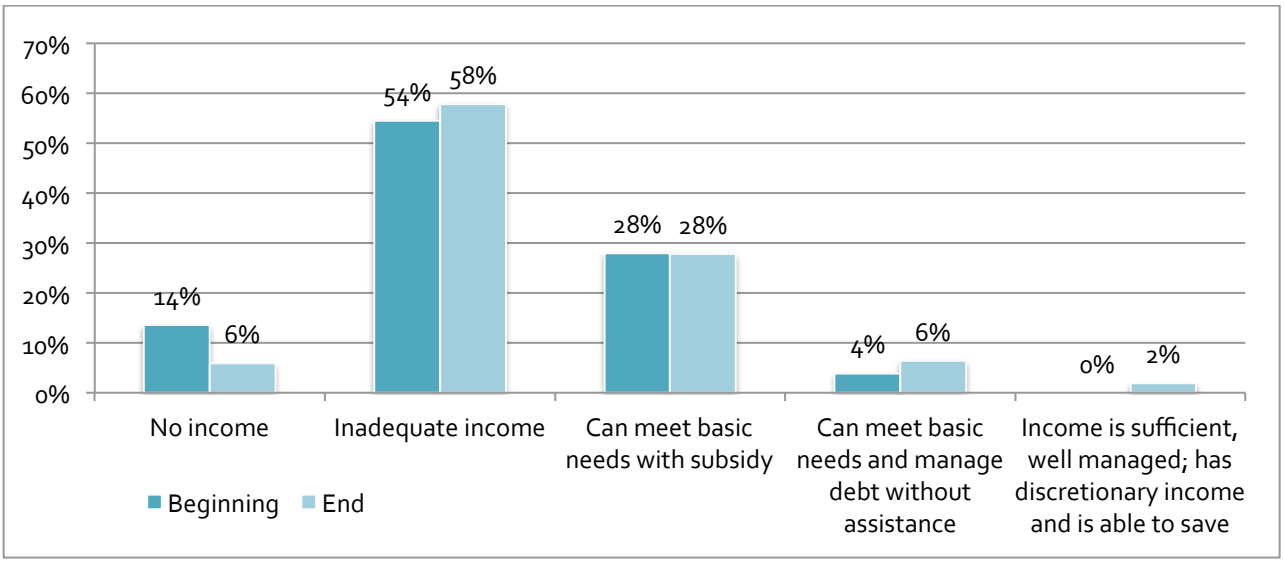
- 64,348 shelter bed nights to 780 young children
- 105,411 bed nights to 1,355 family members
- 106 children ages 5 and younger were screened for vision, hearing, height, weight, health, and developmental milestones
- 77 children were newly covered with health insurance
- 275 of the parents participated in a program designed to increase the frequency of reading at home
- 107 children were linked to a health care home
- 55 percent of the 801 children served were two years old or younger, 45 percent were ages three through five

IX. Homeless Family outcomes for Commission-funded clients

Staff at Commission-funded programs complete Service Outcomes Questionnaires (SOQ) on participating clients. The SOQs are completed both at the beginning and the conclusion of services—capturing specific client outcomes. Data are entered into GEMS, the Commission's web-based data system. The data presented in this section covers Fiscal Year 2011/12 and includes 796 client records.

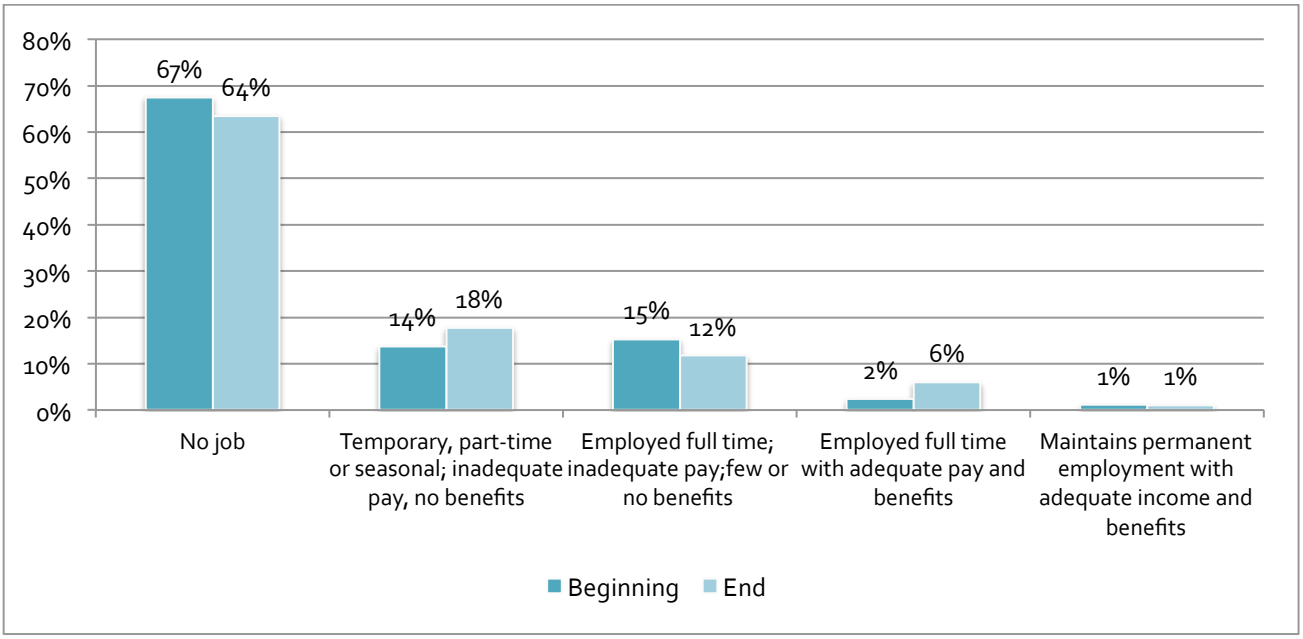
According to the SOQs, 57 percent of the clients were single parents. In addition the majority of homeless clients had inadequate or no income both at the beginning and at the end of the program. After receiving homeless services, though, 8 percent of clients could manage without assistance (compared with 4 percent at the beginning of the provision of services).

Figure 7: Current Status of Income, Beginning and End of Services



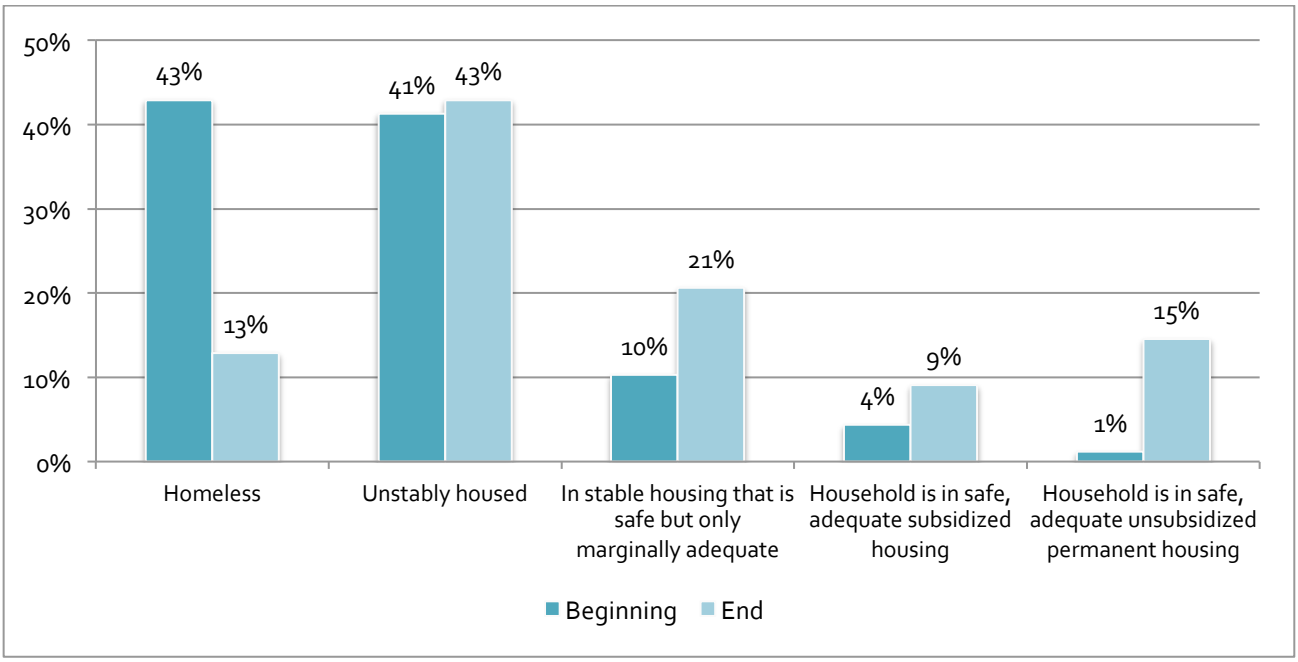
As indicated on page 6, lack of employment is one of the key factors leading to homelessness. About two thirds of homeless program clients were unemployed.

Figure 8: Employment Status, Beginning and End of Services



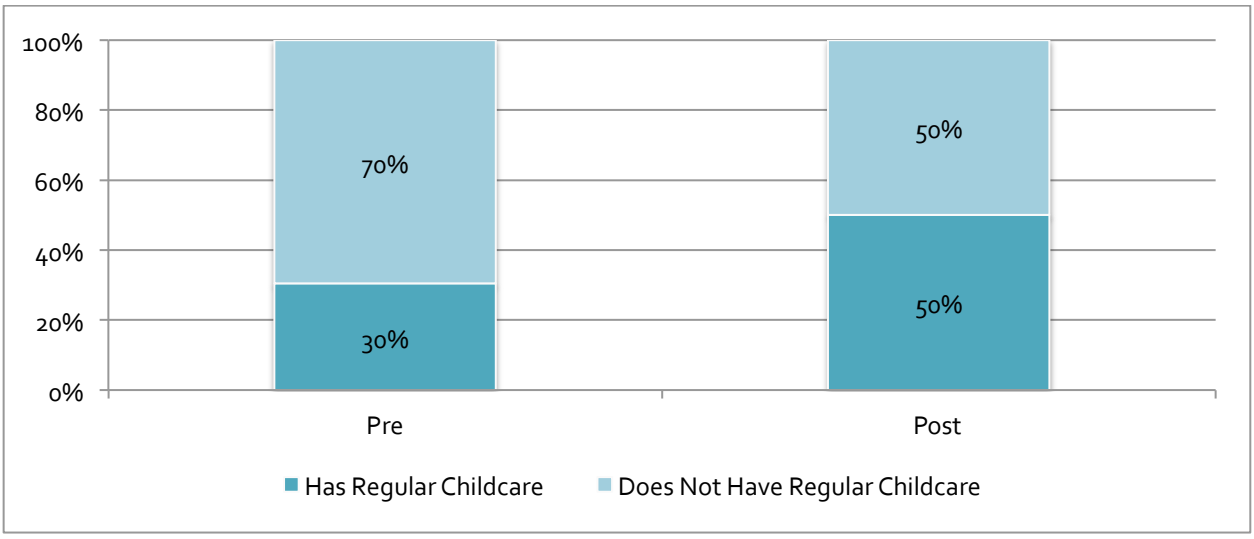
In addition 84 percent of clients were homeless or unstably housed when they entered the homeless program; by the end of the program this figure dropped to 56 percent.

Figure 9: Current Housing Situation, Beginning and End of Services



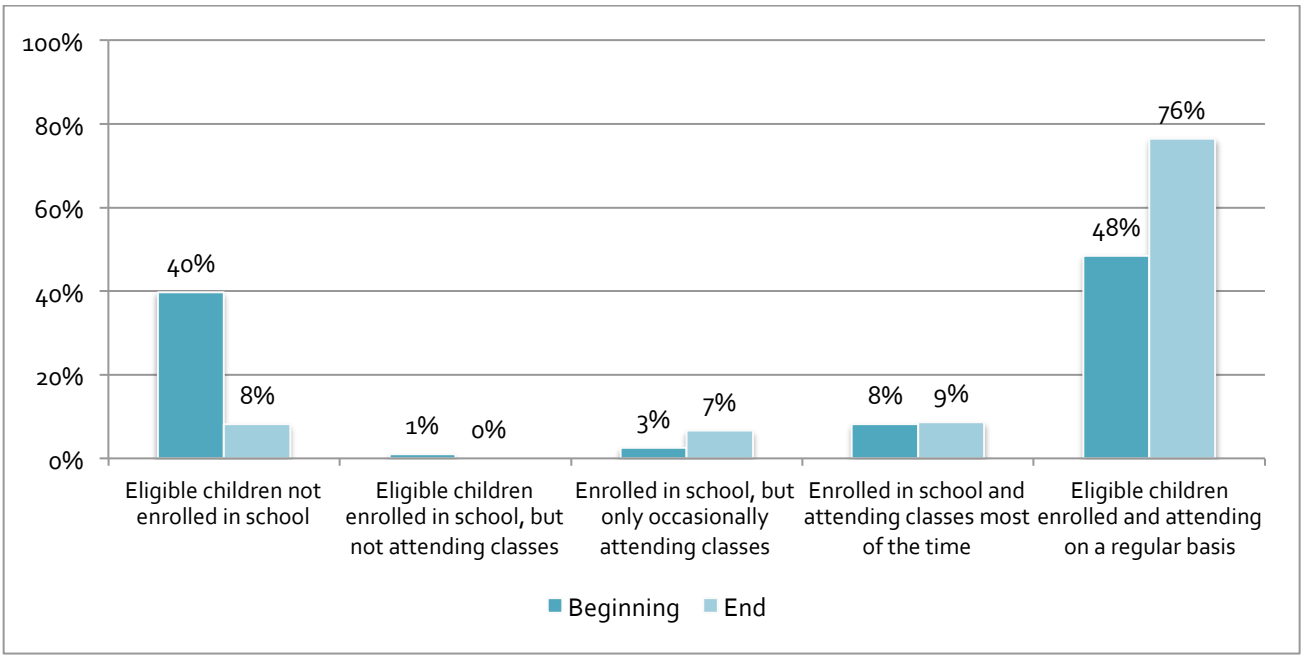
The ability to find childcare is an important part of being able to find and keep work. Before services were provided, only 30 percent of clients had a regular childcare arrangement of 10 or more hours per week; by the end of the service period, this figure increased to 50 percent.

Figure 10: Regular Childcare Arrangement of 10 or more Hours per Week, Beginning and End of Services



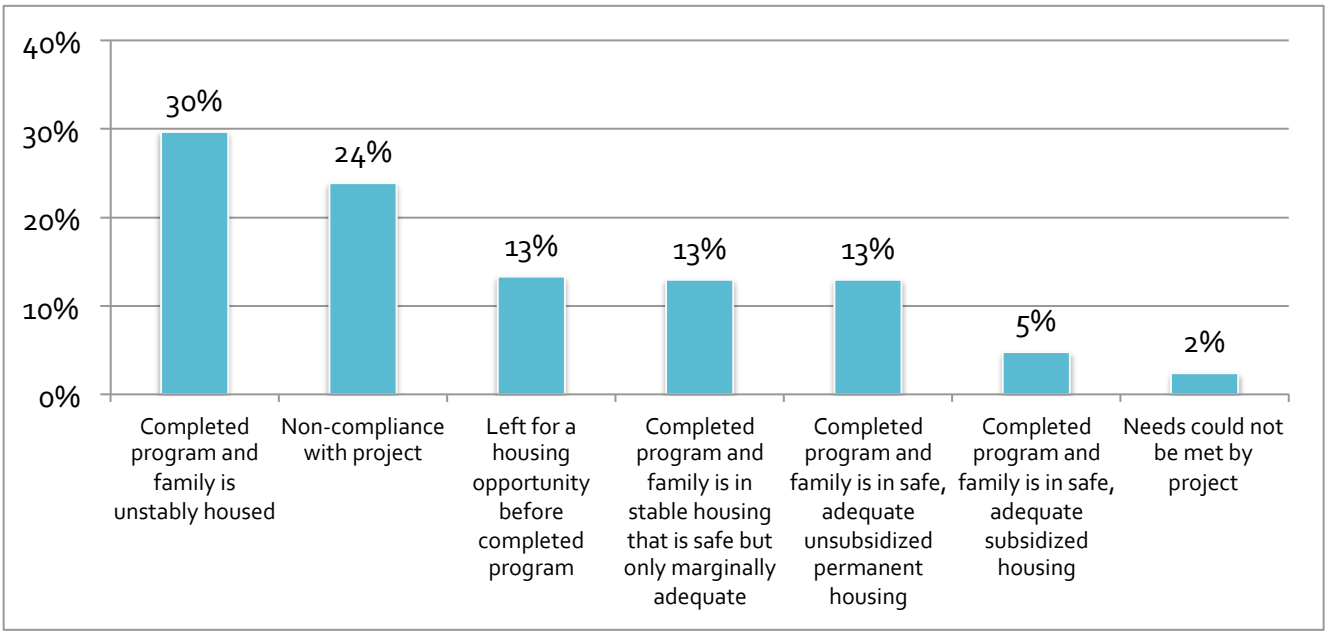
Similarly, as they began receiving services, 40 percent of eligible children were not enrolled in school, compared to 8 percent at the end of services. By the end of the service period, 76 percent of eligible children were enrolled and attending school regularly.

Figure 11: Status of Clients' Child(ren)'s Education, Beginning and End of Services



Thirty percent of families completed the homeless programs but are still unstably housed (e.g., threatened with eviction, in temporary or substandard housing, motel/hotel paid without emergency shelter voucher; placed in a camp community, staying with friend). An additional 24 percent of families left the program because they did not comply with the project rules (e.g., engaged in criminal activity, rejected the rules, did not pay rent). However, 44 percent of the families who left the program had some sort of stable living situation.

Figure 12: Main Reason Family Left Program



X. Conclusions and Next Steps

The focus of this report has been to provide an overview of homelessness among children in Orange County ages 5 and younger and the Commission's existing strategies to address this priority funding area. It is clear that homeless children are a very vulnerable population, at significant risk of poor outcomes in all of the Commission's goal areas. They are more likely than other children to be born at low birth weight (Higgins & Chao, 2012), to be overweight (Grant R., et al., 2007), to suffer from abuse and neglect (Bassuk, Volk, & Oliver, 2010), and to have poor school outcomes (Child Trends, 2012). While a number of agencies in Orange County collect data on homeless children in the Commission's target population, the data are collected in different ways and provide different perspectives on the issue.

The number of homeless children nationally has increased in recent years, and this is true using either HUD's more narrow definition of homelessness or broader definition used by DoE. Orange County has also seen an increase in the number of homeless children ages 5 and younger based on the HUD definition, though the number seems to have stabilized based on data using the broader definition.

Following are some suggested next steps to maintain and build upon the investments the Commission has made to improve the outcomes of homeless children.

Next Step 1: Maintain participation in the Commission to End Homelessness (10 Year Plan to End Homelessness)

Commission staff have participated in the development of a comprehensive countywide plan whose goal it is to end homelessness in 10 years. The Commission to End Homelessness is a 17-member advisory group that is responsible for overseeing the implementation of the strategies developed in the plan. The Commission to End Homelessness has representation from public health, public safety, local elected officials, city management, and private funders. A Commission staff member is currently appointed to the Commission to End Homelessness as a representative of the Funders Roundtable. The strategies in the plan align federal, state, county, and private funding to address local needs to better service the homeless. The plan's strategies directly support the efforts of the Children and Families Commission in the areas of Emergency Shelter, supportive services (such as education job training, drug and alcohol treatment, mental health), and increased data collection and analysis. Participation on the Commission to End Homelessness provides the opportunity to continue to leverage Commission funding with other county resources as well as focus attention on the issues critical to homeless families.

Next Step 2: Strengthen data reporting and analysis

The Commission funds a number of programs that serve children and families who are homeless or at risk for homelessness. These programs are asked to report data for the Commission as well as the county's HMIS system—often resulting in a lack of efficiency due to double reporting and reduced ability to analyze the data in a comprehensive way. It is therefore recommended that the Commission work with Orange County Partnership and homeless service providers to examine opportunities for streamlined reporting or reduced multiple entries for service providers. This would include expanding the use of outcome data both from HMIS and the Commission's data systems to identify promising practices that are achieving better results faster.

Next Step 3: Emergency Shelter Construction and Coordinated Assessment

The Commission currently funds two Emergency Shelter programs, the Mercy House / Family Redirection Program and the Emergency Shelter Funding Partnership. Collaboration with these programs as well as other funders and shelter providers should continue to focus on creating a system of emergency shelter for families that includes intake procedures. In addition to the existing program, emphasis should be directed on constructing a physical system of emergency shelters for families with children ages 5 and younger.

Bibliography

Bassuk, E. L., Volk, K. T., & Oliver, J. (2010). A Framework for Developing Supports and Services for Families Experiencing Homelessness. *The Open Health Services and Policy Journal, 3.* http://www.familyhomelessness.org/media/92.pdf

Child Trends. (2012, February). When the Bough Breaks: The Effects of Homelessness on Young Children. *Child Trends: Early Childhood Highlights, 3.* http://www.childtrends.org/Files/Child_Trends-2012_02_16_ECH_Homelessness.pdf

Child Welfare League of America. (2012, May). *Youth After Foster Care Statistics.* http://www.cwla.org/programs/housing/youthfostercarestats.htm

County of Los Angeles, Department of Public Social Services. (2005, May). Report to the Los Angeles County Board of Supervisors: CalWORKs Homeless Families. http://ceo.lacounty.gov/SIB/pdf/RES/Bullet20.pdf

Cunningham, M. (2010, April). Are Families Facing Foreclosure Becoming Homeless? *MetroTrends Blog.* http://blog.metrotrends.org/2012/04/families-facing-foreclosure-homeless/

Dworsky, A., & DeCoursey, J. (2009). Pregnant and Parenting Foster Youth: Their Needs, Their Experiences. Chicago: Chapin Hall at the University of Chicago. http://chapinhall.org/research/report/pregnant-and-parenting-foster-youth-their-needs-their-experiences

First 5 LA. (2012, July). Homeless Children 0-5 in Los Angeles County: A Report to the First 5 LA Commission. http://www.first5la.org/files/RE_Homeless_CommissionReportFINAL_07302012.pdf

Grant, R., Shapiro, A., Joseph, S., Goldsmith, S., Rigual-Lynch, L., & Redlener, I. (2007). The health of homeless children revisited. *Advances in Pediatrics, 54,* 173-187. http://www.childrenshealthfund.org/sites/default/files/publications/HealthStatusofHomelessChildrenRevisited.pdf

Higgins, C., & Chao, S. (2012). *Homelessness During Pregnancy, Los Angeles Mommy and Baby Survey.* Los Angeles: County of Los Angeles Public Health.

Institute for Children, Poverty & Homelessness. (2011, September). Head Start's Positive Impact on Homeless Families. http://www.icphusa.org/PDF/reports/ICPH_NationalSurveyPolicyBrief_HeadStart'sPositiveImpactOnHomelessFamilies.pdf

National Alliance to End Homelessness. (2009, June). National Policy Update: Homeless Assistance Reauthorization. http://www.endhomelessness.org/content/general/detail/2098

National Alliance to End Homelessness. (2010, January). Fact Sheet: Youth Homelessness. http://www.endhomelessness.org/content/article/detail/1659

National Alliance to End Homelessness. (2012, January). Federal Policy Brief: Changes in the HUD Definition of "Homeless". http://www.endhomelessness.org/content/article/detail/3006

National Center on Family Homelessness. (1999). Homeless children: America's new outcasts. http://www.ucdenver.edu/academics/colleges/ArchitecturePlanning/discover/centers/CYE/Publications/Documents/outcasts.pdf

National Center on Family Homelessness. (2010). *America's Youngest Outcasts.* Needham: National Center for Family Homelessness. http://www.homelesschildrenamerica.org/media/NCFH_AmericaOutcast2010_web.pdf

National Center on Family Homelessness. (2011, December). The Characteristics and Needs of Families Experiencing Homelessness. http://www.familyhomelessness.org/resources.php?p=sm

National Child Traumatic Stress Network . (2005). Facts on Trauma and Homeless Children. http://nctsnet.org/sites/default/files/assets/pdfs/Facts_on_Trauma_and_Homeless_Children.Pdf

OC Partnership and Research Support Services. (2004, January). A Strategic Plan for Assisting Individuals and Families Residing in Motels to Reach and Sustain Stable Housing. http://www.ocpartnership.net/file_executive_summary_final.pdf

OC Partnership. (2011). Annual Housing Assessment Report. (AHAR) October 1, 2010 – September 30, 2011. http://ochmis.org/reports/HMIS%20Progress%20Report%202011%20AHAR%20FINAL.pdf

Orange County Social Services Agency. (2012). *CalWorks and SSA Homeless Children, 2007-2011*.

Office of Head Start. (2012). *2009-2011 Head Start Program Information Reports.* Administration for Children and Families, Office of Head Start, U.S. Department of Health and Human Services, Washington, D.C.

Reingold, D., & Fertig, A. (2006, May). The Characteristics and Causes of Homelessness among At Risk Families with Children in Twenty American Cities. *Characteristics and Dynamics of Homeless Families.* http://aspe.hhs.gov/hsp/homelessness/improving- data08/index.htm

Rog, D. J., & Buckner, J. C. (2007). Homeless Families and Children. *2007 National Symposium on Homelessness Research.* http://aspe.hhs.gov/hsp/homelessness/symposium07/rog/

Shinn, M., & Greer, A. (2012). Targeting Homelessness Prevention Services More Effectively: Introducing a Screener for HomeBase. http://www.slideshare.net/naehomelessness/24-andrew-greer-and-marybeth-shinn

Shinn, M., Weitzman, B. C., Stojanovic, D., Knickman, J. R., Jimenez, L., Duchon, L., Krantz, D. H. (1998, November). Predictors of Homelessness Among Families in New York City: From Shelter Request to Housing Stability. *American Journal of Public Health, 88 (11).* http://www.ncbi.nlm.nih.gov/pmc/articles/PMC1508577/?tool=pubmed.

U.S. Department of Education. (2004, July). Education for Homeless Children and Youth Program Title VII-B of the McKinney-Vento Homeless Assistance Act, As Amended by the NCLB Act of 2001 Non-Regulatory Guidance. Washington, DC. http://www2.ed.gov/programs/homeless/guidance.pdf

U.S. Department of Housing and Urban Development . (2010). The 2010 Annual Homeless Assessment Report to Congress. www.hudhre.info/documents/2010HomelessAssessmentReport.pdf

United States Conference of Mayors. (2011, December). Hunger and Homelessness Survey: A Status Report on Hunger and Homelessness in America's Cities. http://usmayors.org/pressreleases/uploads/2011-hhreport.pdf

Appendix A: Key Commission Policy Decisions Regarding Homelessness

Key policy decisions made by the Commission related to homeless children and homelessness prevention include the following milestones:

Date	Commission Milestone
February 2000	• First Strategic Plan was approved, which included an emphasis on special populations including homeless children. • Four Early Action Programs were approved that included the expansion of Heritage House North, in partnership with the County. The program served pregnant women and women with young children. In addition to treatment services being provided on site, a Child Development Specialist was added to work for the benefit of the children.
2000	• First round of competitive funding was awarded including The Shelter Hunger Partnership (OC Partnership) Strong Beginnings program to serve young impoverished and homeless children and Collette's Children's Home for homeless women in recovery and their children. • 5-Year Business Plan with HomeAid Orange County was approved. The funding level necessary to implement the Business Plan reflected an anticipated annual allocation of up to $2 million per year over 5 years. A priority was established for the development of transitional shelter facilities.
2001	• Funding strategy was approved to provide five-year operating grants to nonprofit shelter providers that were HomeAid Orange County expansion projects. • Precious Life Shelter project was selected as the first HomeAid Partnership project.
2002	• Two additional HomeAid projects were approved: Casa Teresa to provide comprehensive residential care to pregnant women. • A capacity building grant was allocated for HomeAid to OC Partnership for development of a strategic plan for motel families. The plan would pull together public and private agencies that serve homeless population including motels. • Funds were authorized for Orange County Rescue Mission Village of Hope project. The Navy and the City of Tustin transferred a five-acre parcel to the Rescue Mission for the development of a 192-shelter bed facility to include homeless families.
2003 2004 2004	• Sponsorship of HomeAid Orange County's Project Playhouse to support program to build transitional shelters for homeless families was approved. A "Tooth Fairy Cottage" was constructed one year highlighting the importance of children's oral health. Another year theme was "Children learn better when they have a home". • A VISTA member was secured to assist in the strategic planning efforts involved with the implementation of the Mckinney-Vento educational programs.
2005	• The Motel Families Strategic Plan to assist families residing in motels to achieve and sustain stable housing was completed. Plan included 34 proposed strategies to fill identified gaps.

Date	Commission Milestone
	• HomeAid Partnership's expansion of Fullerton Interfaith Emergency Services New Vista Shelter in Fullerton to serve homeless families (added 14 beds) was funded. • The"Survey of Families and Individuals in the City of Anaheim Using Motels as Semi-Permanent Shelter" was received. Over 75% of the families surveyed had one or more members who were employed.
2006	• A project to provide for infant care with Casa Teresa in partnership with The First Presbyterian Church of Orange was approved. Casa Teresa provides a safe environment, prenatal and postnatal health care, and other supports to pregnant women and mothers with infants. • Planning was started for a project to provide education, family support and comprehensive medical services to families living in Anaheim motels and the surrounding area.
2007	• The development of the Hope Family Housing project with the City of Buena Park in partnership with HomeAid was authorized. The development would operate as transitional housing for homeless families for up to 24 months at affordable costs. Services required for young children include developmentally appropriate childcare, and comprehensive support services. Commission staff facilitated linkages with other Commission-funded services such as School Readiness programs.
2008	• Commission workshop focused on services to homeless children and families. Purpose of workshop was to understand scope and challenges of addressing homelessness in Orange County, review current Commission investments and the opportunity to further leverage investments, review opportunities to expand Commission's investment based on successful modes, and to set priorities for the future. • In follow-up to their workshop on homeless prevention services and the challenging and barriers to service for homeless children and families, the Commission funded the Comprehensive Health Assessment Team for the Homeless (CHAT-H) developed in conjunction with the County Health Care Agency. The project was developed to expand services at emergency shelters with the intention of moving families with young children into transitional housing programs.
2008-2012	• Commission initiates funding for the Family Redirection Program providing families in need of emergency shelter and alternative to the Armory locations. This program will serve over 900 families focusing on transitioning into stable permanent housing.
2009	• A Mother and Child Residential Home facility was developed by the County Social Services Agency to serve 15 mothers with children 0-5 at the Tustin Family Campus. Eligible residents include mothers referred from the Dependency Drug Court when they are reunified with their children. Intensive support services are to be provided on site include, but will not be limited to; parent education, life skills

Date	Commission Milestone
	classes, sober living, education, job training and employment assistance, Cal-WORKS, Family Maintenance, and childcare. The Commission support ensured funds for transitional support, housing services, auxilliary services and program oversight.
2009-2010	• "Essentials for Young Lives Campaign" was co-sponsored by the Commission with HomeAid. The project collects diapers, baby food, and baby products to provide to homeless family support projects. In 2010, over 270,000 diapers, wipes, baby food, baby hygiene products were donated at locations throughout the county and distributed to homeless shelters during the Mothers Day season.
2010	• Laura's House, a domestic violence shelter, was selected as a HomeAid project to expand program capacity. The new facility would include 10 bedrooms, 10 bathrooms, in addition to kitchen, dining and living areas.
2012	• A Catalytic Investment was authorized for continued support of the HomeAid partnership for the construction and initial operation of emergency shelters that serve homeless families with young children. Two endowments were established: $4 million for construction and $3 million for operational support. • Commission funds its first emergency shelter project with Casa Teresa to provide over 20 emergency shelter beds for pregnant and or parenting women.

Appendix B: Commission-funded Programs for Families At-Risk of Homelessness

The Commission also funds programs that help to identify and support families at-risk of becoming homeless. Below is a list of those programs.

Bridges Maternal Child Health Network - A partnership between the Commission, birthing hospitals, and a network of service providers which identifies children and families who can benefit from additional support services. Identified families are linked to a network of family support services, such as in-home visitation, public health nurses, family resource centers, and access to regular preventive healthcare.

Children's Dental – Healthy Smiles for Kids of Orange County is dedicated to improving the oral health of young children, including special populations. Collaborative programs aim to prevent decay of primary teeth through screenings, sealants, parent / caregiver education and improved access to treatment services.

Community Clinics – These clinics play a significant role in the health service infrastructure by providing access to quality pediatric care for both uninsured and underinsured children and their families and reinforce the commitment to establish a medical home. Care coordinators facilitate specialty appointments and other follow-ups, which is particularly important for unstably housed families.

Early Learning Partnership - Specialists at each of the 25 elementary school districts in the county provide a vital link between families with children ages 0 – 5 and the school districts, provide early care provider training; link preschool curricula to kindergarten readiness, provide classes related to healthy child development and connect our preschool population with family support and health access services. The Early Learning Specialists work with their school districts to ensure that McKinney-Vento-related plans also address the needs of the community's youngest children.

School Readiness Nurses - School Nurses in each of the 25 elementary school districts serve the needs of young children from prenatal to age five in their communities. The goals of the program are to promote lifelong health in young children up to age five and their families; to prevent and decrease health problems, thereby reducing long-term health care costs and to develop the potential for successful educational experiences. This is especially important in homeless families and families living in poverty for whom a school-based nurse may be the first person to identify external factors impacting children's health and to assist in connecting the

family with local community resources that can improve families' self-sufficiency and strength and improve a children's health.

2-1-1 Orange County - This comprehensive information and referral center provides services to more than 60,000 callers each year. 2-1-1 Orange County handles a significant volume of calls relating to emergency shelter and food insecurity as well as referrals to other critical services often sought by those who are homeless or at risk of homelessness because they need income support, help paying their utilities, housing payment assistance or housing counseling.

Attachment 2

Emergency Shelter Program Report
2011/2012

Mercy House collaborated with Illumination Foundation to provide services to the maximum number of families in need. The following is a summary of data for the Winter 11/12 season:

	Mercy House	IF
Total families served	374	179
Families with at least one child, age 5 or younger	260	119
Families with children age 6 or older	114	60
Non-Pregnant Adults	495	272
Pregnant Women	73	13

Program Exit Information		
Mercy House	**IF**	
29	53	Families found rental units (apartment & house for rent)
15		Families found rooms to rent
61	10	Families were accepted into transitional shelter programs*
54	9	Families remained in motel but paid on their own
55	30	Families were able to move in with family/friends
2		Family received a motel voucher from their Church
3		Families received motel vouchers from Social Services
5		Families that were redirected never checked in
1		Family left motel, by choice, to re-apply for IF ISS at the Armory
3		Families were taken to the Hospital (childbirth)
2		Family reunification (new, whole family re-entered program)
5	8	Families were vacated by motel(motel staff asked family to leave)
30	26	Families' destination were unknown(left with no notice to case manager)
1		Family was unable to provide proof of pregnancy
1		Family entered a drug rehabilitation program(not specified)
1		Family was arrested
7		Families had the funding for their program run out (all of the families were with children 6 years and older)
2		Families chose to reside in places not meant for habitation (car, RV)
97	44	Families were exited from program due to non compliance (not participating or following program rules)
374	**179**	**Total Families served through Family Redirection/ Mercy House**

*Shelters that accepted FRP Clients—American Family Housing, Brighter Future, Casa Teresa, Colette's Children's Home, Eli Home, Family Promise of OC, Gilchrist House, Heritage House, H.I.S House, IF Interim Housing Program, IF Interim Supportive Shelter, Isaiah House, Orange Coast Interfaith, Village of Hope-OCRM, Pathways of Hope, Precious Life Shelter, Project RENEW, The Way Up, Thomas House, Villages at Cabrillo & WTLC.

Attachment 3

CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY

RESOLUTION NO. ___-12-C&FC

November 7, 2012

A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AUTHORIZING THE INTERIM EXECUTIVE DIRECTOR OR DESIGNEE AND COMMISSION COUNSEL TO PREPARE AND NEGOTIATE THE FINAL FORM OF AGREEMENT FCI-H3-13 WITH MERCY HOUSE LIVING CENTERS, A CALIFORNIA NON-PROFIT CORPORATION, FOR HOMELESS PREVENTION SERVICES; AND, AUTHORIZING APPROVAL AND EXECUTION OF SUCH AGREEMENT ON BEHALF OF THE COMMISSION

WHEREAS, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

WHEREAS, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

WHEREAS, the Executive Director and Commission Counsel have prepared a standard Master Agreement for Services ("Master Agreement") which was approved by the Commission; and

WHEREAS, Commission desires to authorize the Interim Executive Director or designee and Commission Counsel to prepare and negotiate Agreement No. FCI-H3-13 with Mercy House Living Centers for Homeless Prevention Services, in an amount not to exceed $350,000, for a twelve month period beginning on or about November 1, 2012; and

WHEREAS, Commission has reviewed the staff report for the November 7, 2012 Commission meeting relating to the scope of services to be provided and hereby finds and determines that the proposed Agreement is in furtherance of and consistent with the Commission's Strategic Plan; and

WHEREAS, Commission desires to authorize the Commission Chair and Commission Clerk to enter into Agreement FCI-H3-13 with Mercy House Living Centers, in an amount not to exceed $350,000, for a twelve month period beginning on or about November 1, 2012.

NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:

Section 1 Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

Section 2 Commission authorizes the Interim Executive Director, or designee, and Commission Counsel to prepare and negotiate the terms, conditions and final form of Agreement FCI-H3-13 with Mercy House Living Centers for Homeless Prevention Services, in an amount not to exceed $350,000, for a twelve month period beginning on or about November 1, 2012, as described in the November 7, 2012 staff report for this Agenda item and scope of services referenced therein; and

Section 3 The form of Agreement FCI-H3-13 with Mercy House Living Centers shall be substantially similar to the form of the standard Master Agreement, subject to minor, non-substantive revisions as reviewed and approved by the Interim Executive Director or designee and Commission Counsel. The approval by the Interim Executive Director of Agreement FCI-H3-13 shall be conclusively evidenced by the execution and delivery of the Agreement by the Commission Chair to the Commission Clerk.

Section 4 Commission hereby approves Agreement FCI-H3-13 with Mercy House Living Centers as specified in the November 7, 2012 staff report for this Agenda Item.

Section 5 The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, the Agreement on behalf of the Commission.

Section 6 A copy of the final Agreement FCI-H3-13 with Mercy House Living Centers, when executed by the Commission Chair and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed Agreement shall be placed on file in the office of the Clerk of the Commission.

Section 7 In addition to the authorization of Section 2 above, the Interim Executive Director (or his designee) is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Agreement, (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement, and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement in the furtherance thereof.

Section 8 The Clerk of the Commission shall certify to the adoption of this Resolution.

The foregoing resolution was passed and adopted by the following vote of the Children and Families Commission of Orange County on November 7, 2012 to wit:

AYES: Commissioners: _____

NOES: Commissioner(s): _____

EXCUSED: Commissioner(s): _____

ABSTAINED: Commissioner(s) _____

_____
CHAIR

STATE OF CALIFORNIA)
)
COUNTY OF ORANGE)

I, SUSAN NOVAK, Clerk of the Commission of Orange County, California, hereby certify that a copy of this document has been delivered to the Chair of the Commission and that the above and foregoing Resolution was duly and regularly adopted by the Children and Families Commission of Orange County.

IN WITNESS WHEREOF, I have hereto set my hand and seal.

_____
SUSAN NOVAK
Clerk of the Commission, Children and Families Commission of Orange County, County of Orange, State of California

Resolution No: __-12-C&FC

Agenda Date: November 7, 2012

Item No.__

I certify that the foregoing is a true and correct copy of the Resolution adopted by the

SUSAN NOVAK, Clerk of the Commission

By:_____
Deputy

EXHIBIT A TO RESOLUTION OF COMMISSION

(Attach copy of final executed Agreement FCI-H3-13 with Mercy House Living Centers)

Attachment 4

CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY

RESOLUTION NO. ___-12-C&FC

November 7, 2012

A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AUTHORIZING THE INTERIM EXECUTIVE DIRECTOR OR DESIGNEE AND COMMISSION COUNSEL TO PREPARE AND NEGOTIATE THE FINAL FORM OF AGREEMENT FCI-H4-17 WITH ILLUMINATION FOUNDATION, A CALIFORNIA NON-PROFIT CORPORATION, FOR HOMELESS PREVENTION SERVICES; AND, AUTHORIZING APPROVAL AND EXECUTION OF SUCH AGREEMENT ON BEHALF OF THE COMMISSION

WHEREAS, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

WHEREAS, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

WHEREAS, the Executive Director and Commission Counsel have prepared a standard Master Agreement for Services ("Master Agreement") which was approved by the Commission; and

WHEREAS, Commission desires to authorize the Interim Executive Director or designee and Commission Counsel to prepare and negotiate Agreement No. FCI-H4-17 with Illumination Foundation for Homeless Prevention Services, in an amount not to exceed $100,000, for a twelve month period beginning on or about November 1, 2012; and

WHEREAS, Commission has reviewed the staff report for the November 7, 2012 Commission meeting relating to the scope of services to be provided and hereby finds and determines that the proposed Agreement is in furtherance of and consistent with the Commission's Strategic Plan; and

WHEREAS, Commission desires to authorize the Commission Chair and Commission Clerk to enter into Agreement FCI-H4-17 with Illumination Foundation, in an amount not to exceed $100,000, for a twelve month period beginning on or about November 1, 2012.

NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:

Section 1 Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

Section 2 Commission authorizes the Interim Executive Director, or designee, and Commission Counsel to prepare and negotiate the terms, conditions and final form of Agreement FCI-H4-17 with Illumination Foundation for Homeless Prevention Services, in an amount not to exceed $100,000, for a twelve month period beginning on or about November 1, 2012, as described in the November 7, 2012 staff report for this Agenda item and scope of services referenced therein; and

Section 3 The form of Agreement FCI-H4-17 with Illumination Foundation shall be substantially similar to the form of the standard Master Agreement, subject to minor, non-substantive revisions as reviewed and approved by the Interim Executive Director or designee and Commission Counsel. The approval by the Interim Executive Director of Agreement FCI-H4-17 shall be conclusively evidenced by the execution and delivery of the Agreement by the Commission Chair to the Commission Clerk.

Section 4 Commission hereby approves Agreement FCI-H4-17 with Illumination Foundation as specified in the November 7, 2012 staff report for this Agenda Item.

Section 5 The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, the Agreement on behalf of the Commission.

Section 6 A copy of the final Agreement FCI-H4-17 with Illumination Foundation, when executed by the Commission Chair and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed Agreement shall be placed on file in the office of the Clerk of the Commission.

Section 7 In addition to the authorization of Section 2 above, the Interim Executive Director (or his designee) is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Agreement, (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement, and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement in the furtherance thereof.

Section 8 The Clerk of the Commission shall certify to the adoption of this Resolution.

The foregoing resolution was passed and adopted by the following vote of the Children and Families Commission of Orange County on November 7, 2012 to wit:

AYES: Commissioners: _____

NOES: Commissioner(s): _____

EXCUSED: Commissioner(s): _____

ABSTAINED: Commissioner(s) _____

_____
CHAIR

STATE OF CALIFORNIA)
)
COUNTY OF ORANGE)

I, SUSAN NOVAK, Clerk of the Commission of Orange County, California, hereby certify that a copy of this document has been delivered to the Chair of the Commission and that the above and foregoing Resolution was duly and regularly adopted by the Children and Families Commission of Orange County.

IN WITNESS WHEREOF, I have hereto set my hand and seal.

_____
SUSAN NOVAK
Clerk of the Commission, Children and Families Commission of Orange County, County of Orange, State of California

Resolution No: __-12-C&FC

Agenda Date: November 7, 2012

Item No.__

I certify that the foregoing is a true and correct copy of the Resolution adopted by the

SUSAN NOVAK, Clerk of the Commission

By:_____
Deputy

EXHIBIT A TO RESOLUTION OF COMMISSION

(Attach copy of final executed Agreement FCI-H4-17 with Illumination Foundation)

Attachment 5

CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY

RESOLUTION NO. ___-12-C&FC

November 7, 2012

A RESOLUTION OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY DIRECTING THE INTERIM EXECUTIVE DIRECTOR OR DESIGNEE TO PREPARE AND NEGOTIATE A SECOND AMENDMENT TO AGREEMENT PS-99 WITH SHELTER PROVIDERS OF ORANGE COUNTY, INC., DBA HOMEAID ORANGE COUNTY; AND, AUTHORIZING APPROVAL AND EXECUTION OF SUCH AMENDMENT TO AGREEMENT ON BEHALF OF THE COMMISSION

WHEREAS, in order to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development, the legislature adopted legislation set forth in the California Children and Families Act of 1998, Health and Safety Code Section 130100, *et seq.* (as amended, the "Act") implementing the Children and Families First Initiative passed by the California electorate in November, 1998 and establishing the California Children and Families Commission and County Children and Families Commissions, including this Children and Families Commission of Orange County ("Commission"); and

WHEREAS, Commission adopted its Strategic Plan to define how funds authorized under the Act and allocated to the Commission should best be used to meet the critical needs of Orange County's children prenatal to five years of age as codified in the Act; and

WHEREAS, on June 1, 2011, Commission authorized the Executive Director or designee to prepare and negotiate Agreement PS-99 with Shelter Providers of Orange County, Inc., dba HomeAid Orange County ("HomeAid") in an amount not to exceed $75,000 to provide Essentials for Young Lives Campaign and Shelter Expansion Program Management services for the period July 1, 2011 to June 30, 2012; and

WHEREAS, on March 7, 2012, Commission authorized the Executive Director or designee to prepare and negotiate a First Amendment to Agreement PS-99 with HomeAid in an amount not to exceed $50,000 to continue to provide services related to the Essentials for Young Lives Campaign and Shelter Expansion Program Management through June 30, 2013; and

WHEREAS, Commission desires to enter into a Second Amendment to Agreement PS-99 with HomeAid to add an amount not to exceed $25,000 for a Maximum Payment Obligation not to exceed $150,000, to sponsor the Essentials for Young Lives Campaign consistent with the staff report for the November 7, 2012 staff report for this Agenda Item; and

WHEREAS, HomeAid desires to enter into the Amendment to Agreement PS-99 in furtherance of the purposes of the Act and the Strategic Plan on the terms and conditions set forth in the applicable Amendment to Agreement; and

WHEREAS, Commission has reviewed the staff report relating to the Scope of Services to be provided and hereby finds and determines that the proposed Amendment to Agreement is in furtherance of and consistent with the Commission's Strategic Plan; and

NOW, THEREFORE BE IT RESOLVED BY THE COMMISSIONERS OF THE CHILDREN AND FAMILIES COMMISSION OF ORANGE COUNTY AS FOLLOWS:

Section 1 Commission finds and determines the foregoing Recitals are true and correct and are a substantive part of this Resolution.

Section 2 Commission hereby authorizes the Interim Executive Director or designee to prepare and negotiate the terms, conditions and final form of a Second Amendment to Agreement PS-99 with Shelter Providers of Orange County, Inc., dba HomeAid Orange County ("HomeAid"), to add an amount not to exceed $25,000 for a total Maximum Payment Obligation not to exceed $150,000, to sponsor the Essentials for Young Lives Campaign, consistent with the November 7, 2012 staff report and scope of services referenced therein; and

Section 3 The approval by the Interim Executive Director or designee of the final Second Amendment to Agreement PS-99 shall be conclusively evidenced by the execution of such Amendment to Agreement by the Commission Chair and delivery thereof to the Commission Clerk.

Section 4 Commission hereby approves the Second Amendment to Agreement PS-99 with HomeAid, to add an amount not to exceed $25,000 for a total Maximum Payment Obligation not to exceed $150,000, as specified in the November 7, 2012 staff report for this Agenda Item.

Section 5 The Commission Chair and the Clerk of the Commission are hereby authorized to execute and attest, respectively, the Amendment to Agreement PS-99 on behalf of the Commission.

Section 6 A copy of the final Amendment to Agreement when executed by the Commission Chair and attested by the Clerk of the Commission shall be appended hereto as a part of Exhibit A to this Resolution. Exhibit A is hereby fully incorporated as a part of this Resolution by this reference and made a part hereof. The final executed Amendment to Agreement PS-99 shall be placed on file in the office of the Clerk of the Commission.

Section 7 In addition to the authorization of Section 2 above, the Executive Director, or designee, is hereby authorized, on behalf of the Commission, (i) to sign all documents necessary and appropriate to carry out and implement the Amendment to Agreement, (ii) to cause the issuance of warrants, (iii) to administer the Commission's obligations, responsibilities, and duties to be performed under such agreement, and (iv) during the term thereof to provide waivers, administrative interpretations, and minor modifications of the provisions of such agreement in the furtherance thereof.

Section 8 The Clerk of the Commission shall certify to the adoption of this Resolution.

The foregoing resolution was passed and adopted by the following vote of the Children and Families Commission of Orange County on November 7, 2012 to wit:

AYES: Commissioners: _____

NOES: Commissioner(s): _____

EXCUSED: Commissioner(s): _____

ABSTAINED: Commissioner(s) _____

_____
CHAIR

STATE OF CALIFORNIA)
)
COUNTY OF ORANGE)

I, SUSAN NOVAK, Clerk of the Commission of Orange County, California, hereby certify that a copy of this document has been delivered to the Chair of the Commission and that the above and foregoing Resolution was duly and regularly adopted by the Children and Families Commission of Orange County.

IN WITNESS WHEREOF, I have hereto set my hand and seal.

_____
SUSAN NOVAK
Clerk of the Commission, Children and Families Commission of Orange County, County of Orange, State of California

Resolution No: __-12-C&FC

Agenda Date: November 7, 2012

Item No.__

I certify that the foregoing is a true and correct copy of the Resolution adopted by the

SUSAN NOVAK, Clerk of the Commission

By:_____
Deputy

EXHIBIT A TO RESOLUTION OF COMMISSION

(Attach copy of final executed Amendment to Agreement PS-99 with Shelter Providers of Orange County, Inc., dba HomeAid Orange County)

SUMMARY OF MODIFIED TERMS AND CONDITIONS FOR AGREEMENT PS-107 WITH SHELTER PROVIDERS OF ORANGE COUNTY, INC., DBA HOMEAID ORANGE COUNTY

Clarification of Requirement:		
Section Heading	**Description**	**Section Reference**
Status of Professional	Added language acknowledging the parties' intent to enter into a three-party agreement with the selected shelter providers as each catalytic project is approved.	Section 3
Professional's Personnel	Acknowledged that HomeAid shall not be solely responsible for the satisfactory work performance of shelter provider personnel providing services under the three-party shelter provider agreement.	Section 4.1.1
Compensation	The compensation and disbursement procedures have been updated to clarify the payment process for HomeAid's professional services versus disbursements of funds for approved catalytic shelter projects pursuant to the three-party shelter provider agreements	Section 10.1, 10.2 and 10.3

Modified Requirement/Authority:		
Section Heading	**Description**	**Section Reference**
Indemnification	Modified to mutual indemnification between HomeAid and the Commission; also, clarifies that HomeAid will not be required to indemnify the Commission for the acts or omissions of the shelter providers under the three-party shelter provider agreements.	Section 6
Source of Funding	Removed provision referencing source of funding limited to Commission funding to allow for development of other funding streams for services	Deleted standard Section 10.3
Quarterly Project Expenditure and Service Repayment Reports	Added provision requiring quarterly reporting of expenditures and service repayments	Added new Section 10.5
Audits	Added general provisions regarding maintenance of adequate records and access to records for auditing purposes; and, acknowledged that fiscal audits of specific project expenditures shall be required and conducted under the three-party shelter provider agreements	Section 10.6
Security for Funding	Added requirements for providing Security for Commission Funding	Section 11
Data Reporting	Obligation to provide data for Commission's evaluation and contracts management system has been deleted as programmatic service data will be provided by the shelter providers pursuant to the three-party shelter provider agreements	Deleted standard Section 20

Children & Families
Commission of Orange County

Supplemental Transmittal
November 7, 2012 Meeting

DATE: November 5, 2012

TO: Children and Families Commission of Orange County

FROM: Christina Altmayer, Interim Executive Director

SUBJECT: Amended Annual Operating Budget for FY 2012/13 Resolution and Homeless Prevention Presentation

---

This supplemental transmittal includes additional items for the following agenda items:

Agenda Item 5 - Long-Term Financial Plan and Budget Updates
The resolution to approve the amended Fiscal year 2012/13 annual operating budget is added as Attachment 3 to the agenda item.

Agenda Item 7 – Report on Homeless Children and Implementing Actions
The slides titled "Commission Investments Targeting Homeless Children" will be presented as part of the agenda item.

cc: Commission Members
Commission Counsel

Commissioners
Sandra Barry, Chair
Kimberly Chavalas Cripe, Vice Chair
Katherine Ahn, D.D.S.
Bill Campbell
Hugh Hewitt
Maria E. Minon, M.D.
Mark Refowitz
Michael L. Riley, Ph.D.
Sandra Pierce

Interim Executive Director
Christina Altmayer

17320 Redhill Avenue, Suite 200
Irvine, CA 92614
Tel: 714-834-5310
Fax: 949-474-2243

Commission Investments Targeting Homeless Children

Agenda Item No. 7
November 7, 2012

Agenda Item

- Homeless Children Ages 5 and Younger in Orange County
- Family Redirection Program Update
- Terms and Conditions of the Emergency Shelter Catalytic Agreement
- Sponsorship of Essentials for Young Lives Campaign

Homeless Children Ages 5 and Younger in Orange County

- The Report provides
  - A deeper understanding of who is homeless within the Commission's target population
  - A discussion of the impact on homelessness for children
  - A description of Commission investment and their outcomes
  - Recommended next steps

Who is Homeless?

- Report pulls data from
  - Homeless Management Information System (514 Homeless Children)
  - Point in Time Count (444 Homeless Children)
  - CalWorks (150 Homeless Children)
  - Head Start and Early Head Start (220 Homeless Children)
- Challenges with the Data
  - Differing definitions of homeless
  - Data Systems not linked or coordinated

Commission Investments

- Targeted to
  - Remove the immediate risk and move families out of high risk situations
  - Improving birth outcomes for homeless pregnant women
  - Reducing trauma/effects of trauma on homeless children
  - Working with other service providers to leverage services to address needs of the parent/caregiver for sustainable impacts

Commission-funded homeless prevention programs provided:

- 64,348 shelter bed nights to 780 young children
- 105,411 bed nights to 1,355 family members
- 106 children under age 6 were screened for vision, hearing, height, weight, health, and developmental milestones
- 55% of the children served were two or younger, 45% were three through five

Commission Investments in Homeless

Pathway to Self Sufficiency

Remove family from crisis

Connect families with supportive services, case management, healthcare, and basic needs

Accessing additional services such as mental health, drug and alcohol treatment, childcare, job training/education, and permanent housing

Targeted Commission Funding Provided through leveraging

Children & Families Commission of Orange County

Recommendations

- Improvement in data collection and analysis
  - Improve efficiencies in programs and services
  - Better determine need and resources to meet that need
- Continued participation in Countywide planning efforts
  - Focus on increasing focus and services for homeless children to reducing impact and interrupt the cycle of homelessness
- Target efforts on the construction and operations of a countywide emergency shelter system equipped to provide services to families.

Today's Actions

- Receive Homeless Children Ages 5 and Younger in Orange County
- Approve funding for Mercy House's Family Redirection Program and the Illumination Foundation, Emergency Shelter Program
- Approve Funding for the Essentials For Young Lives Campaign
- Approve alternations in contract terms for the Catalytic Emergency Shelter Agreement with HomeAid Orange County.